DOCUMENT RESUME

ED 054 503 VT 015 883

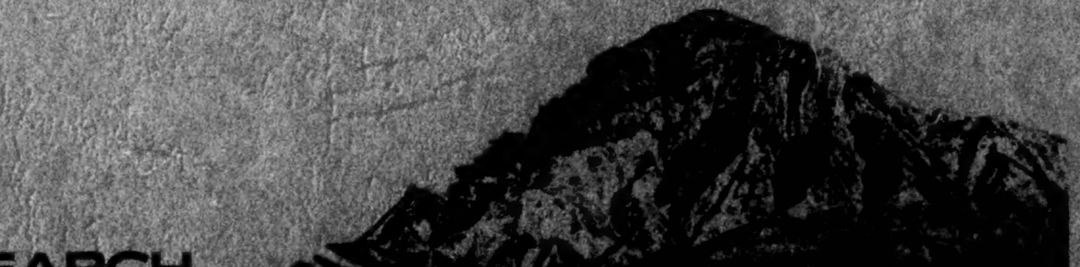
TITLE	Evaluation of Manpower Development and Training Skills Centers. Final Report.
INSTITUTION	Olympus Research Corp., Salt Lake City, Utah.
SPONS AGENCY	Bureau of Adult, Vocational , and Technical Education (DHEW/OE), Washington, D.C.
PUB DATE	15 Feb 71
CONTRACT	OEC-0-70-2807(335)
NOTE	276p.
EDRS PRICE	MF-$0.65 HC-$9.87
DESCRIPTORS	Adult Basic Education; *Adult Vocational Education; *Culturally Disadvantaged; Disadvantaged Groups; *Federal Programs; Manpower Development; Program Administration; *Program Evaluation; *Skill Centers; Skill Development; Vocational Counseling
IDENTIFIERS	*Manpower Development and Training Act; MDTA

ABSTRACT

Skills centers represent a fairly new and different component of national manpower policy. The 70 Manpower Development and Training Act (MDTA) Skills Centers are designed to provide comprehensive manpower services for the disadvantaged, including training, basic education, communication skills, counseling, placement, and follow-up. Based on visits to 19 Skills Centers in 16 states, this report is an evaluation of the concept, rather than the effectiveness of individual centers. Conceptual strengths and weaknesses are described, and recommendations are made to improve future operations of the centers. (BH)

ED 064503

VT 015 883



OLYMPUS RESEARCH
CORPORATION

ED 064503

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY

EVALUATION OF MANPOWER DEVELOPMENT AND TRAINING SKILLS CENTERS

Final Report

February 15, 1971

Olympus Research Corporation
955 East 9th South
Salt Lake City, Utah

Prepared for the Bureau of Adult, Vocational and Technical Education, Office of Education, Department of Health, Education, and Welfare, pursuant to Contract Number OEC-0-70-2807 (335)

DISCRIMINATION PROHIBITED--Title VI of the Civil Rights Act of 1964 states: "No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance." Therefore, the Vocational and Technical Education and the Manpower Development and Training program, like all other programs or activities receiving financial assistance from the Department of Health, Education, and Welfare, must be operated in compliance with this law.

Opinions expressed in this publication are those of the contractor and do not necessarily reflect the official opinion of the U. S. Office of Education.

TABLE OF CONTENTS

Chapter — Page

1 EVALUATING THE SKILLS CENTER CONCEPT 1-1

The Skills Center Concept 1-2
The Emergence of the Skills Center Concept 1-4
Evaluating Skills Centers 1-7

2 THE SKILLS CENTER CLIENT 2-1

The Selection Process 2-1
The Characteristics of Skills Center Enrollees 2-7
Socio-Econmic Characteristics 2-20
Summary 2-24

3 THE SKILLS CENTER PROGRAM 3-1

The Learning Environment 3-1
Range of Occupational Offerings 3-3
Course Quality 3-4
Instructional and Service Components 3-10
Training Practices 3-17
Center Administration and Program Quality 3-22
Relevance to the Labor Market 3-27

4 THE SKILLS CENTER COUNSELOR 4-1

Perception of the Skills Center Counselor 4-1
Counseling in a Skills Center Atmosphere 4-3
Counselor Functions 4-10
Relationship of the Instructional Program 4-14
Employment Service Counseling 4-15
Summary 4-17

5 SKILLS CENTER ADMINISTRATION 5-1

Major Concerns of Skills Center Administrators 5-1
Administration and Management Devices 5-9
Personnel Practices and Staff Characteristics 5-17
Cost Analysis 5-21
Summary 5-33

Chapter Page

6 COMMUNITY MANPOWER PLANNING 6-1

CAMPS Participation 6-1
MDTA Advisory Committees 6-8
Summary 6-10

7 PERFORMANCE CRITERIA 7-1

The Availability of Performance Data 7-1
Performance Determination 7-2
Review of Performance Criteria 7-3
Summary 7-25

8 EXAMPLES OF SKILLS CENTER PRACTICES 8-1

Employment Service Contributions 8-1
Counseling 8-3
Pre-Vocational, Orientation, Employability Training 8-4
Basic Education 8-8
Occupational Offerings 8-9
Outstanding Courses 8-9
Use of Aides 8-16
Social Worker Support 8-16
Vocational Rehabilitation Program 8-17
Student Councils 8-17
Management Information System 8-18
Management System 8-19
Accounting System 8-19
Fiscal Control 8-20
Inventory Control System 8-20
Low Cost Center 8-21
Program Flexibility 8-21
Integration with Community College 8-21
Buy-Ins 8-22
CAMPS Operation 8-23
Summary Comment 8-24

9 MDTA SKILLS CENTERS IN CONCEPT AND PRACTICE: SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS OF AN EVALUATION

The Skills Center Client 9-2
Skills Center Programs 9-7
The Skills Center Counselor 9-15

Chapter		Page
9	Skills Center Administration	9-17
	Cost Analysis	9-21
	Community Manpower Planning	9-23
	Performance Criteria	9-24
	Programs for Dissemination	9-27
	Conclusions of the Evaluation	9-27
	Recommendations	9-32
A	STATISTICAL APPENDIX	
	Table of Contents for Appendix	A-1
	Statistical Tables	A-4 - A-49

LIST OF TABLES

2-1 Referral Agents for Skills Center Enrollees

2-2 Ranking of Skills Centers by Proportion of Disadvantaged

2-3 Percent of Skills Center Enrollees Below Poverty Level Income

2-4 Skills Center Enrollees By Disadvantaged Criteria (Percentages)

2-5 Degree of Disadvantaged Served By 19 Skills Centers

2-6 Comparision of Percentage Characteristics of Three Centers

2-7 Comparision of Percentage Characteristics of Skills Center Enrollees with those of Selected Other Programs

2-8 Enrollee Characteristics: Percentages by Ethnic Origin

2-9 Enrollee Characteristics: Percentages by Sex

2-10 Degree of Disadvantaged by Occupational Offering

2-11 Enrollee Characteristics by Occupational Offering: Number and Percentage

2-12 Birthplace by Region of Skills Center Enrollees

2-13 Birthplace By Region of Parents Born Outside Where Skills Centers Are Located

2-14 Birthplace of Parents of Enrollees Attending Non-Southern Centers

2-15 Birthplace of Parents -- Rural-Urban

3-1 Educational Achievement Levels-Nine Centers

3-2 Increases in Achievement Level--Syracuse

3-3 Length of Time to Increase Achievement Levels--Kansas City

4-1 Enrollee--Counselor Ratios

4-2 Selected Characteristics of Skills Center Counselors

5-1 Allocation of Staff Resources--18 Centers
5-2 Staff Allocation--Average, High and Low Extremes
5-3 Staff Characteristics
5-4 Approximate Cost Breakouts for 16 Skills Centers (As a Percentage of Total Costs)
5-5 Cost Characteristics for 17 Skills Centers
5-6 Ranking of Fiscal Factors
6-1 Analysis of Information Contained in 13 CAMPS Plans
6-2 "Buy-Ins" in 19 Skills Centers
7-1 Absentee Rates--18 Skills Centers
7-2 Absentee Rates by Occupational Offering
7-3 Completion and Dropout Rates--18 Centers
7-4 Summary of Reasons for Dropouts--10 Centers
7-5 Placement Rates--13 Centers
7-6 Placement Rates by Occupational Offering
7-7 Summary--Follow-Up Information
7-8 Comparision of Placement and Retention Rates--Six Centers (Percentages)
7-9 Retention Rates by Occupation--13 Centers (Percentages)

Chapter 1

EVALUATING THE SKILLS CENTER CONCEPT

A seemingly endless brick warehouse looms to the right of the Schuylkill River Parkway not far from the exit to Pennsylvania Station. Huge white block letters proclaim: "JOHN F. KENNEDY CENTER FOR VOCATIONAL EDUCATION." The mammoth (750,000 sq. feet) facility, once a U.S. Marine Corps warehouse, is now a control center for the Philadelphia School System, an apprentice training center for local building trades, and a Skills Center for the disadvantaged. The center has a distinctly "old city" industrial flavor. The school "principals" sit in foremen's offices, shop odors permeate the lobby and enrollees in coveralls look more like workers than students. The atmosphere suggests anything but a school. The urban renewed downtown and the black ghettos on the North, West, and South sides of the city surround the JFK Center; its enrollees are primarily black, their music "soul," and the predominate accent "Northern stacatto."

The lady behind the desk at the Empire Motel is singing "Raindrops Keep Falling on My Head" in rich Appalachian. Not one smokestack or factory mars the Southern Virginia valley's rustic landscape. Cows graze on the hillsides, here and there is an occasional barn, and everywhere there are rolling farmlands, tractors, men in overalls, and high white clapboard houses. Halfway between the motel and the Barter Theatre (which began in the thirties offering Shakespeare for produce and livestock) is the Washington County Vocational School, Abingdon, Virginia's Skills Center. The school on a hill overlooking the valley houses a newly formed community college, a high school vocational program and a Skills Center. The building is old but is immaculately kept and the shops are well equipped. The atmosphere is school. The enrolles are white (with few exceptions), the songs they hum are "country," and their accents are "hillbilly."

The walk from the Delancy Street subway station on the Lower East Side to the New York Adult Vocational School on Rivington Street is a walk into the nation's immigrant past. The neighborhood's brownstone tenements are as overcrowded today as they were circa 1900, and on a hot summer day people still lean out of windows and lounge on the front steps. Children use fire escapes as monkey bars, and clotheslines, strung from window sills to telephone poles on pulleys, air the neighborhood wash. While sidewalk vendors haggle, the smell of spicy foods mix with the overripe odor of garbage too infrequently collected, and a babble in several languages blends with the sometimes jarring traffic noises. When Senator Jacob Javits and Eddie Cantor were growing up in this area, the East Side was predominately Jewish. The synagogues are still there and orthodox rabbis are still in evidence, but the star of David competes with royal blue and gold paintings of the Virgin Mary, and evangelical storefront churches are wedged in between saloons and shops. The people are predominately Puerto Rican now, although there is a liberal sprinkling of blacks and poor whites. While the Skills Center's enrollment reflects the neighborhood, there is a disproportionate number of black enrollees. The facility is an abandoned multi-story school. The street music is a blend of flamenco, rock, soul and just a touch of jazz. The accents are New Yorkese and Spanish.

The Los Angeles smog seems to be more ethereal, though no less deadly, than the industrial wastes that pollute the air of Manhattan. There is no subway to the East Los Angeles Skills Center in Monterey Park, and the bus service is poor. Los Angeles is the city of freeways and automobiles. The Skills Center, one of five in Los Angeles, is almost hidden by a wall of cars parked in front of the office. The facility is a low, one-story industrial building, and its corridors are bustling with action. Over 90 percent of the enrollees are Mexican-American and English as a Second Language is a major program. The overall success of the training activity depends to a great extent on the relative health of the aerospace industry. The background music is "mariachi" and the language of the enrollees who gather outside around the snack bar pickup is a mixture of Spanish and English.

The Skills Center Concept

There are 70 Skills Centers in the United States, all of them based on a concept that evolved, rather than being conceived, as institutional training attempted to prepare the disadvantaged for permanent jobs in the American economy. The concept is sufficiently flexible to serve areas as widely divergent as the four described above. The proposition is for the public school system to become more responsive to labor market demand and to the educational and training needs of the disadvantaged as a long-run solution to the nation's manpower problems.

The official definition of a Skills Center is as follows:

> An institution established under the Manpower Development and Training Act of 1962, as amended, that is a centralized, self-contained facility, operating on a continuous prime-time basis, generally under public supervision or control and especially designed to provide institutional training, guidance, and counseling, and supportive services to individuals referred to the Skills Center under the provision of the MDTA.[1]

The Skills Center is designed to provide comprehensive manpower services for the disadvantaged. Although Skills Centers vary from city to city and in various rural areas, they do share a common concept: to provide whatever manpower and educational services a disadvantaged person may need to become employable in his own labor market, or, as in the case of some rural areas, in another labor market where the newly acquired skills may be in demand. Thus, Skills Centers offer such programs as orientation (either to the Skills Center program or to the world of work), pre-vocational training, basic education (preferably integrated with vocational training), counseling, and supportive services such as medical treatment, legal aid, child care and transportation. In short, there is a whole array of vocational courses and related educational and placement. A corollary purpose of the Skills Center is to increase the "mental ingredient" of the enrollees. Skills Center graduates are to be equipped to function better in a changing labor market, not merely because they have "learned a trade" (which might become obsolete a year or two after they have left the center), but because they have increased their capacity to adapt to new labor market demands. Thus, the ideal Skills Center graduate is a person who is not only equipped to obtain a job in the current labor market, but has also increased his ability to compute, communicate, and understand the written word.

---

[1] Guidelines for the Planning and Development of Skills Centers, U.S. Department of Labor/Department of Health, Education and Welfare, June 1970.

The responsibility for designating the local sponsors for Skills Centers rests with State Departments of Vocational Education. In most cases, local school systems are the agencies designated, but State agencies, community colleges, and, in one instance, a private corporation have also been named. Regardless of the institutional sponsor, however, the Skills Center must be provided with a separate identity and administrative structure. The responsibility for course selection, recruitment and referral of enrollees, employment counseling, job development and placement, follow-up and the payment of enrollee allowances rests with State Employment Security agencies.

The present criteria for the official designation of a MDTA (Manpower Development and Training Act) Skills Center are based on the operating experience of the pioneer centers:

1. MDTA Skills Centers must operate in a defined service area.

2. The size and enrollment of the Skills Center should be sufficient to maintain an efficient and economical operation and make a significant impact on the Skills Center service area. No level of operation of less than 160 training stations will be considered for Skills Center designation.

3. Training must be offered during prime time (daylight hours). When additional training is offered at other hours, all educational, employment and supportive services must be made available to trainees.

4. All Skills Centers must have at least a 20 percent expansion capability. This requires the ability to shift both occupational offerings and service provided as well as to vary Skills Center capacity in accordance with the needs of the community and trainee.

5. Each Skills Center must provide a variety of occupational offerings during prime time, suitable to both male and female trainees. While emphasis will be placed on training the disadvantaged on a full-time basis, the center must be able to offer part-time courses and to provide training for non-disadvantaged persons. At least 50 percent of Skills Center enrollees should be male or female heads of household.

6. The Skills Center must provide, in addition to occupational training, a comprehensive program consisting of:

- -- Basic education
- -- Communication skills
- -- Bilingual or second language instruction where needed
- -- Employment and educational counseling and testing
- -- Personal counseling
- -- Job development and placement
- -- Employment follow-up of Skills Center graduates

In addition, the Skills Center should provide or arrange for:

- -- Pre-vocational experience and/or orientation
- -- GED (high school equivalency) training where necessary
- -- Access to child care
- -- Assistance with housing and transportation problems
- -- Other support services as necessary

7. The center must be a separately identifiable administrative entity.

8. To maximize the utilization of the Skills Center physical plant, a Skills Center must have an organized method to permit "buy ins" --purchases of services by other manpower programs.

9. Approved MDTA Skills Centers must be included in the State CAMPS (Cooperative Area Manpower Planning System) Plan. Utilization of available MDTA slots to be "bought" from the Skills Center by other programs must be documented.

Evaluation of the Skills Center concept requires assessment of its potential for achieving its declared objectives, determination of the degree to which the actual centers approach the conceptual design and measurement of the results in practice. The objectives are better understood in historical perspective.

The Emergence of the Skills Center Concept

MDTA was initially conceived simply as vocational education with subsistence allowances for experienced adult workers who had been displaced by technological and economic changes. Many new problems emerged almost immediately and required ad hoc answers. The small ($10 million) Area Redevelopment Act retraining program, launched a year before MDTA, established a pattern which affected the conduct of the more general MDTA manpower training program. Since ARA's primary purpose was to train workers to meet the specific needs of a particular employer and thus to attract new industry to the location, the logical approach was a separate training project for each occasion. Since MDTA had as its goal any employment with any employer, eligible persons could simply have been integrated into existing vocational courses. But the pattern had already been set. In addition, in the few places where appropriate vocational classes were available, they were usually full to capacity. Enrollment was limited to a September starting date, and training methods were controlled by the more leisurely patterns of full-time students. There was also a reluctance to include with the regular student body unemployed adults who were being paid to attend. Accustomed to their regular student bodies, the schools lacked experience in remedial education and had no idea of the numerous supportive services necessary to overcome many of the competitive handicaps faced even by the earlier enrollees. As the economy recovered slowly from the low ebb of 1960-61, unemployment fell for white, experienced adult workers and attention shifted to underprepared youth and to minority groups. By 1966, by administrative decision, MDTA's target was to draw at least 65 percent of its enrollees from among various disadvantaged groups.

The separate project approach presented a philosophical dilemma from the first. The potential trainee was being denied a meaningful occupational choice: either he accepted the training course being established, or he remained unemployed. Employment Service personnel tried to alleviate the problem by filling out "interest cards" advising applicants of future training possibilities. But the future offering was usually limited also, and the need was for immediate employment. In one internal Labor Department study, 35 percent of the trainees questioned reported that they would have preferred training for a different occupation, had it been available.

As the emphasis on youth and the disadvantaged became greater, concern over the absence of needed services and the limited occupational choice increased. The potential trainees lacked work experience and exposure to alternate occupational possibilities. Their educational backgrounds were often too limited to qualify them for training in the more promising occupations. Through trial and error, the answer was found in the multi-occupational project and the Skills Center. Starting in 1963, proposals were developed for training in a single project several hundred students in as many as 15 to 50 different occupations. Trainees entered a prevocational phase of counseling, basic education, and brief exposure to a number of occupational offerings. They then settled on an occupation, continuing basic education as needed.

The Skills Center concept actually had its birth under the Area Redevelopment Act when arrangements were made in January, 1962, with the Knoxville, Tennessee, school district to provide the training services needed for several ARA projects in surrounding counties, each of which lacked training facilities to accommodate the needs of the projects. Immediately after enrolling the trainees it was discovered that they had certain deficiencies in reading and math, as well as some health and family problems, and held unfavorable attitudes toward working in occupations and surroundings foreign to their experience. Because there was no actual authority under ARA to pay for such services, they were arranged mostly through volunteer help from the Knoxville public schools. Trainees were released from occupational training courses for brief periods and were tutored as well as taught in groups to help overcome their deficiencies.

The second major effort utilizing the Skills Center concept was a special youth project conducted by the O'Fallon Technical School in St. Louis, Missouri, for two years beginning June 24, 1963. Using the broader authority of the newly passed Manpower Development and Training Act, it was possible to recruit full-time remedial instructors, special counselors, etc., for the educational program. It was still necessary, however, to secure health and dental services and family counseling from volunteer community resources.

Building on the concepts developed in these projects, Dr. Howard A. Matthews, now Director of the Division of Manpower Development and Training in the U.S. Office of Education,issued instructions in the autumn of 1963 outlining the procedures to follow in developing multiple occupational projects and training centers.[1] Until that time, a training project involving more than one occupation plus basic education or other components would have required a complete set of multiple forms and course outline and budgets for each occupation and component. Under these new guidelines, numerous occupations could be listed for one project with only estimates of the number of enrollees who would end up in each and what the total costs would be. Then it was recommended that where possible these multi-occupational projects be housed in a single training center which could be supported by a continuation of such projects,provide the needed auxiliary services and concentrate on the needs of the MDTA population. None of these innovations appear startling in retrospect, but in the context of financial controls and bureaucratic procedures they were major departures.

School facilities were not generally available for the multi-occupational projects, and it was frequently necessary to install equipment in an idle factory or similar site. Some postulated that these facilities were preferable because of the attitudes of school dropouts and undereducated adults toward their earlier school experiences. From there, the evolution toward the present concept was gradual and natural with each center emerging individually until a pattern had been set and criteria established.

The development of the Detroit Skills Center is a typical example.[2] MDT classes got started in September,1962,using the facilities of a postsecondary vocational school on a 4:00 p.m. to midnight shift. The Detroit schools were unable to provide facilities for expansion of the program. Vacant garages were rented for auto repair courses; employers were persuaded to rent their facilities at night; equipment was purchased and scattered throughout various high schools

One of the most successful programs was a practical nursing program. Demand seemed almost unlimited, but adequate space for the course was not available. Coincidentally, the Detroit schools were purchasing land adjacent to a hospital. Since there was a vacant building on the land, the situation was ideal for a Practical Nurse Training Center just for MDTA purposes. By the end of 1963, in addition to the nursing program, there was 22 individual projects scattered around the city, and the very active Local Manpower Advisory Committee recommended that they be consolidated into an urban training center.

---

[1] Department of Health, Education, and Welfare, Office of Education, Division of Vocational and Technical Education, Memorandum #10, September 11, 1963, Memorandum #11, October 24, 1963, Memorandum #11-A , November 6, 1963, From: Howard A. Mathews, Chief, Program Operations, To: Headquarters Staff and Field Representatives Manpower Development and Training Program.

[2] Garth L. Mangum, MDTA, the Foundation of Federal Manpower Policy, (Baltimore,John Hopkins University Press, 1968).

A surplus federal building was purchased for one dollar and equipped partly with a surplus federal property and partly through either loans by businesses or by purchases. Many of the programs were consolidated and others became "satellite programs, supervised by the center staff. Basic education, which included instruction in work attitudes and grooming as well as the "Three R's" was added. Counselors assigned by the State Employment Service provided counseling, testing and placement services.

Today there are 70 Skills Centers, serving approximately 23,000 enrollees, or 17 percent of all MDTA institutional enrollment. A number of other MDTA training facilities are modeled on the Skills Center concept but do not meet all of the formal requirements.

Evaluating Skills Centers

Despite its being the first among the manpower programs of the 1960's. MDTA is now undergoing its first comprehensive evaluation. Particular problem areas have been explored in internal evaluations by the Department of Labor staff. Three follow-up studies have involved substantial samples of past enrollees. One attempted to compare the post-training earnings of approximately 1200 persons completing courses in training institutions under MDTA with the employment and earning progress of a control group of nonenrollees.[3] Another had a cost-benefit emphasis.[4] The third was concerned with attitudes rather than earnings.[5] None were large enough to be definitive. ARA training underwent extensive studies which are relevant to MDTA.[6] There have been fragmentary studies of smaller groups of enrollees and one attempt to gather together and sum the findings of these studies along with an analysis of official data.[7] The results have been, in general, reassuring, but never definitive.

---

[3] Earl D. Main, "A Nationwide Evaluation of MDTA Institutional Job Training," The Journal of Human Resources, Vol. III, No. 2 (1968).

[4] Einar Hardin and Micheal Borus, "Economic Benefits and Costs of Retraining In Michigan," Clearinghouse for Federal Scientific and Technical Information, No. PB 189116.

[5] Gerald Gurin, "A National Attitude Survey of Trainees in Institutional Programs," Clearinghouse for Federal Scientific and Technical Information, No. PB 193923.

[6] Geral G. Somer, (ed.) Retraining the Unemployed, (Madison University of Wisconsin Press, 1968.)

Four large-scale studies are currently underway in a joint DOL-HEW search for more definitive answers. One study is devoted to the MDTA management system, another to the relevance and quality of MDTA training, a third to the outcomes of MDTA training, measured through follow-up of a nationwide sample of approximately 5000 former enrollees. This evaluation of MDTA Skills Centers is a key piece of that effort and the first of the four completed.

It is important to review this report in the context of these companion studies. The critical issue of any program evaluation is the outcome. The primary purpose of MDTA is to improve the employability, employment experiences, and earnings of the enrollees, and a satisfactory evaluation must determine the extent of that improvement. It is the outcome that counts, but a test of outcomes cannot stand alone. Benefits are meaningful only in relation to costs. There may also be side benefits which, though secondary or even unforeseen, society may be willing to support. Whether success or failure is identified, the reasons for it must be found and described. Lack of favorable result may indicate that a program should be eliminated or that it needs internal reform. Within an overall effective program, some components will be more successful than others. The effective may justify amplification and the weaker ones strengthening or elimination. What works for one client group may not work well for others.

This Skills Center evaluation should be reviewed in this perspective. Though it assembles all the scattered data available on Skills Center performance, it is not an outcomes study. Though it analyzes costs, it is not a cost-benefit study. Though it examines management practices, it is not a systems study. Though it appraises course quality, that is not its primary purpose. An important question is the costs and effectiveness of Skills Center training in comparison to MDTA projects and to alternative manpower programs. Such a comparison was not part of this assignment. When the other three MDTA evaluations are completed the Skills Center - non Skills Center comparison should be possible. Comparison with other manpower programs will be possible only after equally extensive studies have been made of them.

The Skills Centers represent a new and somewhat unique institution, built on the discovery that more traditional training institutions could not adequately meet the needs of many of those eligible for the new MDTA program. The centers emerged prior to or simultaneously with their conceptualization. Yet they represent a new concept of total package, one-stop service centers for the disadvantaged. The concept has spread through other programs since, though with different manifestations. But it should be remembered that the Skills Centers emerged to serve the disadvantaged even before the disadvantaged had been generally discovered, defined and designated as the primary targets of manpower programs. Skills Centers are not limited solely to the disadvantaged and their assignment may change in the future to emphasize the nondisadvantaged. However, the priority since their origin has been upon service to the disadvantaged and the key measure of any current evaluation must be how well they do so.

---

[7] Mangum, op. cit.

This, then, is an evaluation of a concept. After eight years, how relevant is the concept to the needs of the designated target population? How closely in reality do the actual centers approach and adhere to the concept? Do they serve the designated target groups? If the concept was a contribution in the early 1960's, does it remain responsive to need in 1970? Has the concept undergone metamorphosis? Is it time that it should? If so, what are the next steps? Has the Skills Center experience had any impact upon training practices in other training institutions?

This evaluation is based on visits to 19 Skills Centers selected by the Office of Education in cooperation with the Manpower Administration of the Department of Labor. The 19-center sample includes a variety of labor markets, rural and urban, and are located in 16 states--four in the East, four in the South, five in the Midwest, and three in the West. Some of the centers have a preponderance of black enrollees, some Anglo-white, some Mexican-American, and others have a combination, including one with a sizable number of American Indians and several with Puerto Rican and Oriental enrollees.

The centers visited were:

Hartford MDTA Skills Center	Hartford, Connecticut
Bridgeton Manpower Center	Bridgeton, New Jersey
MDTA Center	Syracuse, New York
Mid-Manhattan Adult Training Center	New York, New York
Williamsburg Adult Training Center	Brooklyn, New York
John F. Kennedy Center for Vocational Education	Philadelphia, Pennsylvania
Washington County Manpower Training Skills Center	Abingdon, Virginia
MDTA Center	West Columbia, South Carolina
Miami Skills Center	Miami, Florida
MDTA Skills Center	Memphis, Tennessee
Indiana Vocational Technical College	Indianapolis, Indiana
McNamara Skills Center	Detroit, Michigan
Stowe Adult Center	Cincinnati, Ohio
Manpower Training Skills Center	Kansas City, Kansas
Des Moines Comprehensive Vocational Facility	Des Moines, Iowa
Denver Manpower Training Center	Denver, Colorado
Maricopa County Skills Center	Phoenix, Arizona
Community Skills Center	Gardena (Los Angeles) California
East Los Angeles Skills Center	Monterey Park (Los Angeles) California

However, the objective assigned to the Olympus Research Corporation (ORC) by the Office of Education was evaluation of the concept, not of the nineteen individual centers chosen for the sample. To focus attention on the whole rather than the parts, data and most references to individual centers are disguised by code. Where some practice was particularly noteworthy or especially related to the environment, reference is occasionally made to a particular center, but not in an evaluation context.

The general objectives of the evaluation were (1) to determine the capability of the Skills Centers as conceptualized to meet the training needs of disadvantaged enrollees, and (2) to ascertain how near in practice existing centers approach the desired concept. The charge given the evaluators by the Office of Education was to:

-- Assess the effectiveness of Skills Centers in preparing the disadvantaged for employment;

-- Identify and examine administrative and operational problems of broad scope and general applicability which might seriously impede Skills Center effectiveness;

-- Determine those components and characteristics of Skills Centers which are particularly effective and which should be considered for replication.

The specific measures used fall generally into three categories:

-- An examination of the characteristics of enrollees served by Skills Centers--their regional, family and work backgrounds.

-- An examination of factors which could affect performance, including:

  -- The quality of the program;

  -- The quality of counseling;

  -- The quality of management and administration:

  -- The effectiveness of community manpower planning;

  -- The relevance of the program to the various labor market.

-- An examination of performance criteria, such as:

-- Attendance rates;

-- Dropout and completion rates;

-- Placement rates;

-- Job retention rates;

-- Enrollee identity with the Skills Centers;

-- The impact of Skills Centers in bringing about institutional change.

ORC applied a three-tiered approach in performing this evaluation. Three nationally recognized experts in manpower training and vocational education were responsible for research design, policy guidance, staff training, quality control and general supervision, and visited ten of the 19 centers. A three-man task force consisting of an experienced administrator and evaluator of manpower programs, an educator experienced in vocational education and manpower training, and an analyst of administrative and management systems visited all 19 Skills Centers and applied a consistent set of evaluative instruments at each center. The third tier consisted of two associate panels of experts who provided special studies of counseling and basic education in subsamples of five of the 19 centers. The latter reports are submitted separately.

The report that follows is a detailed description of ORC's findings and conclusions. Chapter 2 focuses on the enrollee--who is he and how was he selected? Chapter 3 describes and evaluates the training and other services provided in the centers. Chapter 4 reports on the nature of counseling in Skills Centers. Chapter 5 concerns itself with the quality of administration. Chapter 6 reviews the formal administrative relationship between Skills Centers and other manpower programs within the community. Chapter 7 summarizes available data on Skills Center performance. Chapter 8 describes some of the more interesting programs found in the various centers. Chapter 9 repeats the summary, conclusions and recommendations of the evaluation which are also found and disseminated as a separate document.

Chapter 2

THE SKILLS CENTER CLIENT

The justification for the development of Skills Centers was the absence of institutions capable of meeting the employability needs of those persons not being served adequately by existing institutions. Although Skills Centers are not restricted to serving the disadvantaged, to this point in time that has been their reason for being. They came into being to prove that institutional vocational training could be adapted to the needs of the disadvantaged. The origin of Skills Centers has been reviewed. The impetus for escalation in the establishment of Skills Centers came after the Watts riot in 1965. Other cities which were considered "hot," such as Oakland, California, became the recipients of Skills Centers as a preventive measure. Indeed, Skills Centers were a major part of the federal response to urban unrest between 1965 and 1969.

This is not to say that the Skills Center concept is suitable only to the disadvantaged. There is no reason the institutions could not be adapted to the needs of other groups. To date, however, the Skills Centers assignment has been to serve the disadvantaged. They can best be evaluated on the extent to which they have done so.

Skills Centers share federal billing with other manpower programs - NAB-JOBS, Work Incentive (WIN), Concentrated Employment (CEP), Neighborhood Youth Corps (NYC), Operation Mainstream, New Careers, etc., all of which are designed to meet the manpower needs of the disadvantaged. Thus, the question of which disadvantaged person goes into which program becomes of paramount importance. Is there a difference between those persons selected for Skills Centers and those selected for other programs, or are all the disadvantaged put into one recruitment pool and distributed to programs according to whatever slots may be open? Answers to these questions require an examination of the selection process by which enrollees are referred to Skills Centers as well as examination of the characteristics of those who become enrolled.

The Selection Process

In all cases, the Employment Service was responsible for recruiting and selecting enrollees, and in all but three cases determining the specific occupation for which they were to be trained before referring them to the Skills Centers. To determine how Skills Center enrollees enter the system, ORC interviewed Employment Service counselors and selection and referral personnel in all 19 locations. The following four questions were asked:

1. What criteria do you use for referring applicants to Skills Centers?

2. What tests are used to determine the fitness of potential enrollees for Skills Center training?

3. What is the difference between these criteria and selection criteria for other programs?

4. What program gets the most disadvantaged enrollees?

The interviewees responded with the following criteria which, though not descriptive of every situation, can be generalized for the sample of Skills Centers as a whole:

1. Does the enrollee fit the definition of "disadvantaged?" Though ES personnel are aware that some nondisadvantaged applicants can be referred to Skills Centers and some centers did enroll a low proportion of disadvantaged persons, the recognition was general that the purpose and emphasis was those who fit the official definition of disadvantaged.

2. For some courses, applicants must meet minimum educational attainment standards. For example, in 16 of the 19 centers, Clerical enrollees must have completed high school or its equivalent. In all of the centers, applicants for Licensed Practical Nurse must have completed high school or its equivalent. In a few other centers, there are minimum educational attainment standards (mostly below high school level) for some courses such as Tool and Die Maker, Machine Shop Set-Up Man, or Draftsman. Generally, these requirements are established by the Employment Service (although in a few cases they are established by the school) and are based on either employer or licensing requirements.

3. The preference of the applicant for one program or another.

4. The counselor's assessment, sometimes partly based on the results of aptitude tests, but mainly on an interview with the applicant and a review of his previous work history.

5. The counselor's opinion of the various programs in operation. Some counselors refer applicants to programs they think are poor only as a last resort.

6. The availability of open slots. The Employment Service is constantly under pressure to fill slots. The selection process works best when a program is beginning and all slots are open. During this period, there is generally time for counselors to exercise some judgment in the referral of applicants to various programs. However, if the Employment Service is having problems in filling slots, the pressure mounts and judgment becomes a luxury. Likewise, when slots open up while a program is in operation, the ES is expected to act fast in filling those slots. Again, the search for "disadvantaged bodies" may be the only selection that takes place.

Selection for Skills Centers is also affected by the number of and variety of courses offered by the center. Seventy-six percent of all Skills Center enrollees in the 19 centers were enrolled in seven courses, and close to 70 percent of all female enrollees were in only two courses. How many ES applicants actually prefer to be trained in one of these seven occupations (Clerical, Health Occupations, Automotive Repairs, Auto Body, Welding, Machine Shop, and Food Service) ? Where the occupational choice is this narrow, there is a built-in limitation to the amount of selection the ES can perform.

Skills Center personnel complain that many of the applicants referred to specific courses are either unqualified, unmotivated, or both. ES officials admit that some poor referrals are made, but make the point that the pressure on the Employment Service is to serve the hard-core disadvantaged, whereas the pressure on the centers is to compile good completion and placement records. Life is easier for Skills Center administrative staff and instructors when they obtain highly qualified enrollees. The complaints from center personnel seem to be less frequent in centers which have prevocational courses, or work sampling tests to examine the enrollee's interests and capabilities after arriving at the center, or where there is a well-defined "cluster approach" for each vocational offering, allowing the enrollee to train for a broadly related group of skills before "spinning off" into one of them. However, prevocational courses exist in only three of the 19 centers, and extensive clusters with detailed breakdown into specific skills exists in only two centers.

Despite center complaints that unqualified applicants are referred to specific classes, there are actually very few transfers of enrollees from one vocational course to another, even after the center has completed its testing program. In most centers the percentage of trainees who transfer is negligible; in only one center did it reach as high as 5 percent. This may indicate that the selection process is working fairly well. It may also be that the paper work involved in transfers and the enrollee's limited awareness of alternatives discourages reassignment.

Most Skills Centers have dropped prevocational training programs, which allowed enrollees to sample the various occupational offerings before making a choice of preferred course. In 16 out of the 19 Centers, the occupational designation was made by the Employment Service before sending the enrollee to the center. The centers tend to believe that this function should be performed by their staff in consultation with the enrollee and ES counselors. ES counselors and selection personnel generally admit that inadequate assessments are made of enrollees before they are assigned to specific training courses. For example, aptitude tests are given to only a small number of applicants, and some local offices, responding to bitter criticism of their testing policies by poverty groups, have discontinued aptitude testing altogether. This, coupled with the pressure on the ES to fill slots, discourages thorough assessment of enrollees.

Where prevocational courses exist, the assignment of enrollees to specific courses is made jointly by center staff, ES counselors and enrollees, and very few complaints are heard regarding the selection process. Then, why have the majority of Skills Centers dropped the prevocational training which was so prevalent at the pioneer centers? There are two answers to this question:

1. Budget cutbacks have forced a choice between prevocational training and the variety of vocational courses to be offered.

2. Dropout rates in prevocational courses were so high that it raised serious questions regarding the validity of that approach.

The first argument has justification. Centers have suffered funding and enrollment cutbacks over the past few years. There are hard choices between a rich program for fewer people and a lean program for larger enrollment. To retain prevocational training would require fewer enrollees or some offset against another program component. The second argument is more doubtful. The median dropout rate for the 19 centers included in this evaluation is 39.5 percent. Although the reasons for dropouts are not well documented at any center, it is reasonable to suspect that many dropouts are the result of enrollees being assigned to courses for which they have little aptitude or interest. Presumably, prevocational training might help solve this problem, even though the dropout rate from that component might be relatively high. Most dropouts occur during the first few weeks of training. Whether they occur in a prevocational course, or in the early stages of skill training has little significance.

If Skills Centers are to serve the needs of the disadvantaged, including youth under 21 years of age (38 percent of the total enrollment), some improved method of assessment and selection is necessary. MDTA administrators at all levels should expect a high prevocational dropout rate in return for a much lower dropout rate in specific vocational courses. If good prevocational courses were in operation in all the centers (at least for youth), much of the criticism of the present selection process would disappear since assessment and selection are built-in to the prevocational concept. An alternative would be to experiment with adaptations of the work sampling approach used in vocational rehabilitation for those not testable by the customary verbally-biased tests. In a short time span, the enrollee is exposed to a variety of manipulative and mental tasks and observed as he performs them. Doing so would probably move responsibility for course selection to the center staff, though it could be a joint responsibility.

The criteria used by the Employment Service to select Skills Center enrollees do not differ appreciably from those used to select the clients of other manpower programs, although most ES staff believe that more disadvantaged persons are referred to CEPs than to Skills Centers, NAB-JOBS, OIC (Opportunities Industrialization Centers), and New Careers. The one criterion required for all programs is that the applicant must meet the federal definition of "disadvantaged." The only substantial difference among programs is the educational attainment minimum for some courses. CEP enrollees, of course, must come from a designated target area, and the characteristics of the residents of those areas probably explain any observed differences between those referred to CEP and those referred to Skills Centers.

The services offered to the disadvantaged in these various programs overlap in some areas, but in most cases, they are unique. Why then are applicant needs not matched, on a formal basis, with the unique services available from each program? There seem to be two reasons:

1. The ever-present pressure on ES personnel to fill whatever slots may be available at the moment; and
2. Absence of federal guidelines which delineate the applicant needs each program is designed to serve.

All programs are expected to serve all disadvantaged applicants. The only significant instruction coming from the federal government to state and local administrators is that disadvantaged applicants should be referred to each program. No formal recognition is given to the fact that each of those the Employment Service designates as "HRD" (Human Resource Development) applicants has specific needs and that one program may serve those needs better than another.

Local ES offices cannot be blamed for this situation; it is the fault of the system as it exists at the moment. One cannot fully understand the pressure upon ES personnel to fill slots without spending a substantial amount of time on site at local ES offices. The "soldiers" in these offices, those who actually do the work, are for the most part understaffed, underpaid and under-appreciated. The turnover rate among counselors and other selection and referral personnel is quite high, and the problem of orienting new employees into the world of poverty programs is not easy. ES personnel have little time to spend on the niceties of program and applicant differentiation, nor do they receive much help from either state or federal agencies in fulfilling this responsibility. ES front line workers are also much aware of the criticism their agency constantly receives from practically everybody - applicants, program administrators and employers. The result is not only a morale problem, but an operation very often geared toward neutralizing anticipated criticism.

Considering that the vast majority of Skills Center enrollees are disadvantaged, and that prevocational and vocational guidance programs are lacking in most centers, the selection process is working reasonably well. There is great need for improvement, but if improvement is to take place, federal and state action will be required. Factors weakening the selection process are pretty much outside the control of local administrators.

A more serious problem is the problem of low enrollment. In 11 of the 19 centers, the average enrollment for fiscal year 1970 was substantially below the number of available training slots. This problem was aggravated by the fact that in ten of the centers, over half the number of available training slots was below the minimum of 160 required in the criteria for designation of Skills Centers issued by the Office of Education and the Department of Labor. In five of these ten centers, average enrollment was below the assigned number of slots, even though the latter number was below the 160 minimum.

It would appear that the Employment Service is performing less effectively in outreach and recruitment than in selection and referral. The chief reason seems to be that in all but a few areas, the ES does not have outreach and recruitment personnel. Instead, applicants are selected from ES files, or from "walk-ins." Center administrators are justifiably concerned about ES recruitment efforts, because low enrollment affects their average cost per trainee, and could affect their designation as Skills Centers. One center staged a recruitment drive of its own. Potential enrollees from Community Action Agency poverty areas were brought to the center by bus, and were given a tour of the facilities. Those who wished to enroll were sent to the local ES office for processing. After all that, the center officials complained, the applicants were turned away by the ES because there were purportedly waiting lists in the occupations they wished to enter.

In fairness to the Employment Service, it should be noted that in almost every center, regardless of whether enrollment is high or low, there are waiting lists for preferred courses. Other programs, such as Food Service and Building Maintenance, are not popular with the poverty community.

Evidence of weakness in Employment Service outreach and recruitment activities is contained in Table 2-1, based on an analysis of 3363 MA 101's (the enrollee characteristic forms used in selection and referral) collected on-site in 18 of the 19 centers. Since these forms were filled out by ES interviewers, they should reflect quite accurately ES outreach and recruitment activities. Only 1.8 percent of the enrollees were referred to Skills Centers by ES outreach and recruitment personnel. The figures are noted on the following page.

It may take a combination of actions to solve the low enrollment problem: more outreach and recruitment by the ES, cooperative recruitment agreements between the ES and local Community Action Agencies, and the elimination of courses for which there is no applicant demand (even though there may be an employer demand), or an information campaign to point out the potential for steady employment in hard-to-recruit-for courses. If the latter is performed, care must be taken to avoid "over-promising." One way or another the low enrollment problem must be solved.

Table 2-1

Referral Agents for
Skills Center Enrollees

Referral Agency	Percentage Referred
Self	58.9
Other[a]	24.4
Welfare Agencies	8.3
Employers	2.9
Other Programs	2.3
ES Outreach	1.8
Unions	1.4

[a] "Other" is undefined but probably means word of mouth, radio, television, newspaper, etc. If so, a total of 83.3 percent of the enrollees approached the Employment Service on their own initiative.

The Characteristics of Skills Center Enrollees

As institutions established to serve a population not adequately served by other training projects, the extent to which Skills Centers serve disadvantaged clients is a critical element in evaluation. The formal criteria for disadvantage refer to the personal characteristics of the enrollee. Given the inter-generational effects of poverty, family background is significant, though not often available. This section of the report analyzes both the personal characteristics of the enrollees and their socio-economic backgrounds, and makes limited comparisons with other programs.

Skills Centers, along with the MDTA program as a whole, have been occasionally criticized for "creaming" or enrolling the least disadvantaged among the poverty population. Skills Centers, along with other MDTA institutional training projects, can enroll the nondisadvantaged, but the administrative rule is that at least 65 percent of MDTA enrollees should meet the following criteria:

> . . . a poor person who does not have suitable employment and who is either (1) a school dropout, (2) a member of a minority, (3) under 22 years of age, (4) 45 years of age or over, or (5) handicapped.[1]

---

[1] Manpower Administration Order No. 1-69, Definition of the Term Disadvantaged Individual, U.S. Department of Labor, Manpower Administration, January 16, 1969.

The Extent of Disadvantage

The source of evaluative data is form MA 101, recording characteristics for each enrollee including those identifying disadvantage and containing a judgment by Employment Service intake personnel of whether or not the individual is disadvantaged.[2] Table 2-2 represents ES recordings of the degree of disadvantage among enrollees by center.

It would appear that 12 out of the 18 Skills Centers (including those two merged as Center 65) meet the 65 percent disadvantaged criterion, with some falling far below that requirement. However, Table 2-3 suggests some difficulty in accepting at face value the MA 101 ES disadvantaged-nondisadvantaged ratings. Tables 2-2 and 2-3 are not consistent. A below poverty income is a necessary criterion for classification as disadvantaged. Yet, according to Table 2-2, 76.3 percent of the enrollees in the 18 Skills Centers were disadvantaged, while Table 2-3 indicates that only 69.1 percent were below the poverty income level. In Center 50, for example, presumably 87.7 percent of the enrollees are disadvantaged, yet only 70 percent are listed as below the poverty income level. The centers with lower rankings are the most consistent. Center 10, for example, has 32.6 disadvantaged and 32.6 percent below the income level.

There are two possible explanations for this inconsistency:

1. The ES may judge a person unemployed at the moment as having no income, even though his yearly income may be above the poverty level; or

2. ES personnel may make allowances for cost of living differences in their particular areas.

ES selection personnel complained that the income criteria are too restrictive. They reported difficulty in some areas in finding enough people below official income levels to fill poverty program slots.

Analyzing the individual criteria, all centers had more than 65 percent under and unemployed, but only 53 percent of Skills Center enrollees had been unemployed

---

[2] To accomplish this analyses, ORC attempted to collect MA 101's for current enrollment at each of the 19 centers in the sample. Only one of the 19 centers found it impossible to furnish the evaluation team with MA 101's, although two were able to furnish only a partial set, and in one center, the enrollment was so low (32) that its set was combined with MA 101's from another center in the same city (Center 65). Thus, although MA 101's were collected for 18 centers, only 17 show in the tables contained in this and subsequent sections of the report. The analysis is based on a total of 3363 MA 101's.

Table 2-2

Ranking of Skills Center Enrollees by Proportion of Disadvantaged

Center	Rank	Percent Disadvantaged
All Centers[a]	--	76.3
95	1	98.5
65[b]	2	97.5
40	3	91.2
45	4	90.5
50	5	87.7
75	6	79.0
70	7	78.4
15	8	76.4
30	9	75.2
60	10	73.3
35	11	66.7
85	12	59.4
80	13	59.2
20	14	54.5
90	15	52.0
55	16	44.0
10	17	32.6

[a] For most statistical analysis in this report, Centers have been coded rather than named to focus attention on the whole of the Skills Center movement or concept, rather than upon the performance of individual centers.

[b] A combination of two centers having limited enrollment.

Table 2-3

Percent of Skills Center Enrollees Below Poverty Level Income

Center	Percent Below Poverty Level	Rank	Rank on Table 2-2
All Centers	69.1	--	--
40	89.8	1	3
45	78.1	2	4
60	76.7	3	10
65	76.5	4	2
70	75.9	5	7
15	75.7	6	8
30	73.8	7	9
95	73.1	8	1
75	72.3	9	6
50	70.0	10	5
35	65.4	11	11
85	60.1	12	12
20	57.1	13	14
90	54.0	14	15
80	53.4	15	13
55	50.0	16	16
10	32.6	17	17

for ten weeks or more before their enrollment (Table 2-4). Since it is supposedly an essential requirement for MDTA eligibility, a total of 95.4 percent were classified as under or unemployed, the range running from a low of 85.8 percent to a high of 100 percent. The range on unemployed ten weeks or more was from a low of 37 percent to a high of 71.9.

A total of 76.2 percent of all Skills Center enrollees were members of minority groups, with a range by center from 15.2 percent to 99.3 percent. Black enrollees make up 58.0 percent of enrollment in the 19 Skills Centers; 18.0 percent were Spanish-American, American Indian or Oriental.

Slightly under 60 percent of the enrollees had less than a high school education, with the proportion among centers ranging from 30.2 percent to 78.1 percent.

Forty percent of the enrollees were under 22 years of age. The low in this category was 13 percent; the high 58.3 percent. Only 6.7 percent of Skills Center enrollees were 45 years of age or over, ranging from a low of 2.5 percent to a high of 15.7.

Fifty-five percent of all enrollees were "heads of households," although six of the 19 centers fell below the 50 percent guideline; and slightly more than 14 percent were public assistance recipients.

Considerable variance exists among the centers by proportion and criteria of disadvantage, with most well above but some below the guidelines. No set of available numbers can answer how seriously disadvantaged enrollees may be, nor how the degree of disadvantage compares across manpower programs. It is possible, even with the gross data available, to make some comparisons of the proportions of disadvantaged among various programs.

The Comparative Degree of Disadvantage: Centers and Programs

Manpower programs are only one of several potential weapons against poverty. They can only be effective where improved labor market participation is a realistic possibility. For example, manpower programs can do little for the old and the sick, the emotionally disturbed, the alcoholic, the drug addict, or the severely handicapped. Ultimately the enrollee must be "sold" to an employer, public or private, or left in a permanently subsidized "work experience" or sheltered workshop situation. Operation Mainstream and Neighborhood Youth Corps can provide work experience to those unlikely to become employable in the regular labor market; other programs must produce employable people. Thus, if the Skills Center program is to be compared with other programs, the comparison should be made with programs that share similar goals, such as MDTA Institutional training (both Skills Center and non-Skills Center), MDTA-OJT, NAB-JOBS, and New Careers.

Table 2-4

Skills Center Enrollees by Disadvantaged Criteria
(Percentages)

Center	Un or Under-Employed	Unemployed 10 Weeks Or Over	Minority	Dropout	Under 21	45 & Over
All Centers	95.4	53.0	76.2	59.1	40.0	6.7
95	92.7	51.8	88.8	66.2	31.7	13.5
65	97.1	40.2	99.3	78.1	39.6	5.3
40	97.8	45.5	73.9	70.3	42.3	5.1
45	97.9	65.6	94.4	50.5	29.8	5.3
50	93.9	53.5	59.2	72.2	34.6	5.9
75	79.0	39.3	15.2	30.2	44.9	6.8
70	98.1	71.9	94.4	47.2	58.3	5.6
15	96.6	46.2	19.3	55.7	50.5	5.2
30	99.1	64.1	95.9	65.4	44.2	5.0
60	73.3	44.0	58.6	46.7	36.7	6.7
35	100.0	37.0	64.8	56.5	13.0	15.7
85	100.0	63.5	70.1	63.0	40.4	5.9
80	97.5	49.6	93.8	43.8	46.4	2.5
20	91.7	47.0	65.2	62.6	44.0	10.0
90	93.9	41.7	88.0	61.2	48.0	6.0
55	96.0	37.0	72.0	58.0	28.0	4.0
10	85.8	52.0	58.5	55.7	33.6	7.4

[a] Handicapped was dropped as a criteria of disadvantage since so few such persons were enrolled in Skills Centers. Unemployed 10 weeks or more was added as an indicator even though it is not officially required.

Each Skills Center operates in a unique environment. There may be legitimate reasons for some Skills Centers serving more disadvantaged enrollees than other Centers. The poverty population varies from area to area, as do the policies of various influential agencies, including the offices of mayors and governors. The relative influence of minority groups, including militant organizations, may affect the characteristics of the people who enroll in manpower and antipoverty programs. Finally, the relative health of the labor market itself may affect enrollment policy. The labor market was in decline in most areas of the country throughout the course of this evaluation. With unemployment climbing, the "quality" of enrollees who seek to enroll in, or are referred to, Skills Centers (and other similar manpower programs) may be higher than usual.

In this section, the degree of disadvantaged served by each of the 19 Skills Centers is analyzed and a comparison is made by selected enrollee characteristics among the 19 Skills Centers and among Skills Centers as a whole and NAB-JOBS, CEP, New Careers, MDTA-OJT and MDTA Institutional Training.[3]

To compare the relative degree of disadvantaged persons being served by each of the 19 centers, each center was ranked according to the percentage of enrollees who qualified under the various criteria in Table 2-4.

The sum of these rankings for each center is the center's score. The center with the lowest score has the highest overall percentage of disadvantaged in each category and would be serving the most disadvantaged clientele. The results of this exercise are listed in Table 2-5.

A total of 54 points separates the lowest center from the highest. The average number of points scored is 63; nine centers (counting the combined Center 65) scored below 63 and are, presumably, serving a more disadvantaged clientele. To test how well this sytem works, a comparison was made between Centers 70, 90 and 55, the 1st, 9th and 17th ranked centers.

It appears that the rankings work well. Center 70, the high center, has a higher proportion of all categories, except dropouts, than Center 90, the average center, and 55, the low center. Center 55 has a higher proportion than Center 90 in only one disadvantaged category, under or unemployed.

The low proportion of disadvantaged in Center 55 appears to stem from a basic conflict in MDTA policy between state and federal government. The state in which this center is located is intensely interested in industrial development and has invested liberally in upgrading its labor force. State MDTA administrators express disapproval of the "worst first" approach and appear to be linking

---

[3] Figures on MDTA Institutional Training include both Skills Center and non-Skills Center enrollees. Unfortunately, it is not possible, under existing reporting procedures, to separate the Skills Center enrollees from the non-Skills Center enrollees.

Table 2-5

Degree of Disadvantaged Served
by 19 Skills Centers

Center	Score	Rank	ES Disadvantaged Ranking (Table 2-2)
70	38	1	7
30	41	2	9
65	49	3	2
85	50	4	12
40	51	5	3
45	51	5	4
95	54	7	1
50	60	8	5
90	63	9	15
15	67	10	8
20	67	10	14
35	68	12	11
80	72	13	13
60	78	14	10
10	81	15	17
75	85	16	6
55	92	17	16

MDTA into their overall state policy. Center 75 is located in an area which has few racial or ethnic minorities. Its enrollees are primarily youth, using "under 22" along with low family income for eligibility. There was no obvious reason for the lack of disadvantaged enrollees at Center 10, except that the Employment Service personnel responsible for selection had no idea what their disadvantaged proportion was. The low disadvantaged enrollment at Center 60, a community college based center, was surprisingly considering the apparent racial and ethnic background of the college student body. At Center 80, the State Department of Education had set what appeared to the evaluators to be unnecessarily high education requirements in several courses for the predominantly black enrollees. For each of the other centers, there was an explanation, if not a justification, for the proportions.

Table 2-6

Comparison of Percentage Characteristics of Three Centers

Criteria	Center 70 (38 Points)	Center 90 (63 Points)	Center 55 (92 Points)
Below poverty level	75.9	54.0	50.0
Un or underemployed	98.1	93.9	96.0
Unemployed 10 weeks or more	71.9	41.7	37.0
Minority	94.4	93.9	72.0
Less than high school	47.2	61.2	58.0
Under 22 and over 44 years	63.9	54.0	32.0

It is difficult to compare the characteristics of Skills Center enrollees with those of other programs because no information is available from most programs on several key categories. For example, no information is available on the number of enrollees below the poverty level for the overall MDTA Institutional and OJT programs, NAB-JOBS, or New Careers. Information on the number of under or unemployed is not available for NAB-JOBS or New Careers, and information on the number of enrollees unemployed ten weeks or more is available only for Skills Centers. Other programs have information on those unemployed under 15 weeks and over 15 weeks, but these are not comparable with ten weeks or more.

Where comparisons are possible, however, Skills Centers compare favorably with all programs. Skills Centers are serving more minorities than any program except NAB-JOBS. They are serving more dropouts than MDTA Institutional, MDTA-OJT and CEP; and more people on public assistance than all programs except New Careers. Considering that Skills Centers can legitimately enroll 35 percent nondisadvantaged, whereas CEP and New Careers enrollees must at least be poor, the centers have a reasonable comparative record, whatever one judges their absolute record should be.

Table 2-7

Comparison of Percentage Characteristics of Skills Center Enrollees with those of Selected Other Programs[4]

Criteria	Skills Centers	MDTA Inst.	MDTA-OJT	NAB-JOBS	New Careers	CEP
Below Poverty Level	69.1	NA	NA	NA	NA	85.0
Un or Underemployed	95.4	96.5	96.4	NA	NA	100.0
Minorities	76.2	44.1	64.6	88.0	32.5	72.0
Dropouts	59.1	56.6	51.5	67.0	50.3	78.0
Under 22	40.0	38.5	36.1	48.0	67.9	37.0
45 and over	6.7	10.3	10.1	4.0	12.4	11.0
Public Assistance	14.1	13.4	5.3	10.0	35.0	13.0
Head of Household	55.5	56.5	53.4	NA	60.6	60.0

NA--Not Available.

Ethnic Origin of Enrollees

The racial breakdown of the 18-center sample was as follows:

- -- Black: 58 percent
- -- All White (including Spanish surname): 38 percent
- -- Spanish surname: 14 percent
- -- Other White: 24 percent
- -- Other (American Indians and Orientals): 4 percent

The most disadvantaged groups in the enrollee sample were the combined American Indian and Oriental category and Spanish Americans. More members of these groups were below the poverty level; they had lower educational attainment rates, and there were more public assistance recipients among them than either blacks or whites. Orientals in general in the United States have relatively high educational attainment and few are poor. However, those enrolled in Skills Centers are primarily recent Chinese immigrants burdened by language, education and skill deficiencies.

---

[4] Figures for MDTA Institutional, MDTA-OJT, NAB-JOBS, New Careers and CEP taken from Tables F-5, F-7, F-13, F-10 and F-11, Manpower Report of the President, March 1970 (pp. 308, 310, 313, 314 and 316). MDTA Institutional figures include Skills Center enrollees, 17 percent of the total.

Table 2-8

Enrollee Characteristics: Percentages, by Ethnic Origin

	White (Non-Spanish) 1255	Black 1881	Spanish Surname 473	Other 127
Number Below Poverty Level	66.6	69.6	75.7	80.8
Un or Underemployed	92.2	97.4	94.1	96.8
Unemployed 10 Weeks or More (last 12 months)	75.1	78.3	76.2	76.2
Educational Attainment				
Over 12	3.0	2.2	1.5	1.6
12	33.2	43.4	21.7	23.6
9-11	47.0	46.2	53.5	44.9
8 or Under	16.8	8.3	23.4	30.0
Average years	(10.4)	(10.8)	(10.0)	(9.6)
Public Assistance	12.6	15.3	16.4	11.1
Head of Household	58.2	53.0	56.7	64.0
Age: Average	(28.0)	(26.2)	(27.5)	(28.0)
Range	(16-68)	(17-58)	(17-68)	(17-59)

Table 2-9

Enrollee Characteristics: Percentages, by Sex

	Male	Female
Below Poverty Level	65.4	74.9
Un or Underemployed	96.5	93.6
Unemployed 10 Weeks or More (last 12 months)	75.0	79.8
Educational Attainment		
Over 12	2.1	2.7
12	31.9	49.3
9-11	51.9	38.1
8 and Under	14.0	10.0
Average years	(10.4)	(10.9)
Public Assistance	10.6	19.4
Head of Household	53.4	58.8
Age: Average	(26.0)	(28.2)
Range	(16-68)	(16-67)

The disadvantages of the blacks exceed those of the whites in every disadvantaged category except low educational attainment, and they have a higher percentage of unemployed or underemployed than any of the other groups. Surprisingly, blacks had the highest number of years of school of all Skills Center enrollees. Ten percent more of the blacks had completed high schools than of the whites, and the percentage of blacks with eight years or less of education was only 17.2, as compared to 28.5 for whites, 30.8 for Spanish-Americans and 36.4 for the American Indians and Orientals combined.

Enrollee Characteristics by Sex

Males were 62 percent of the enrollees in the 18-center sample, but the females appeared to be the more disadvantaged group. For example, close to 75 percent of the females were below the poverty level, compared to 65.4 of the males; nearly 80 percent had been unemployed ten weeks or more (75 percent for males); 19.4 percent of the females were public assistance recipients (10.4 for males); about 59 percent were heads of households, 5.4 percent more than for the males.

Females, however, had far higher educational attainment than the males, and a slightly lower percentage of under or unemployed. Fifty-two percent of the females had graduated from high school compared to only 34 percent for the males. Only 17.7 percent of the females had completed less than nine years of education; the corresponding figure for males was 25.8 percent.

Enrollee Characteristics by Occupational Offering

It is useful to examine characteristics by occupational offering to determine whether some courses are specifically designed as "catch alls" for the "rejects," or, to put it more crudely, to serve as "dumping groups" for the least employable of Skills Center enrollees. To determine the degree of disadvantaged enrolled in ten common occupational categories, the same method was applied to occupational offerings as was used in determining the degree of disadvantaged enrolled in the 18 centers (Table 2-11). Each offering was given a rank (1-10) for the percentage of its enrollment which qualified under the following categories: Below Poverty Level, Public Assistance, Under or Unemployed, Unemployed Ten Weeks or More, Minorities and Dropouts. The sum of these rankings equals the occupational offering's score. The offering with the lowest score serves the highest degree of disadvantaged. The results are shown in Table 2-10.

Health Occupations, Automotive and Production Machine enroll the most highly qualified (or least disadvantaged) enrollees. Food Service and Production Assembly appear to enroll the least employable enrollees. There are dangers in using any course as a "dumping ground," but particularly courses such as Food Service. Many enrollees leave these courses only to find themselves placed as low-paid kitchen workers or similar positions - jobs which they could have attained before entering the Skills Center. Moreover, there is a great temptation to use food service for operations , that is, for the preparation of meals for enrollees and staff, rather than as true vocational courses. If this happens, and it often does, the enrollees know they are in the "lower track." As a result, dropout rates climb and high quality placements decline.

Table 2-10

Degree of Disadvantaged by Occupational Offering

Occupation	Score	Rank
Food Services	17	1
Production Assembly	19	2
Building Maintenance	31	3
Clerical and Sales	32	4
Non-Auto Repair	34	5
Other	34	5
Welding	36	7
Production Machine	40	8
Automotive	41	9
Health Occupations	46	10

There are many opportunities for upward mobility in the food service industry, and Skills Centers should prepare people for those opportunities. One of the reasons success seems to be limited in this field may be that both the qualify of enrollee referred to food service courses and the quality of the courses are too low to interest the better food service employers.

Socio-Economic Characteristics

Enrollees are where they are for reasons of family and geographical background as well as personal characteristics. A 20 percent sample of enrollees in each center provided data on:

-- Enrollee place of birth (state and rural or urban)
-- Parents places of birth (state and rural or urban)
-- Occupations of parents
-- Educational attainments of parents
-- Number of brothers and sisters
-- Language spoken in the home

The motivation for the survey was to test hypotheses: (1) that disadvantaged backgrounds of parents tend to be perpetuated among their children and (2) that

Table 2-11

Enrollee Characteristics by Occupational Offering:
Number and (Percentages)

Center	1 Dis-advantaged	2 Below Poverty Income	3 Public Assistance Recipient	4 Un or Under-employed	5 Unemployed Ten Weeks or More	6 Minority	7 Education Under 12 Years	8 Head of Household
Clerical and Sales	502 (74.5)	496 (72.0)	121 (17.6)	668 (96.2)	400 (59.9)	497 (71.8)	222 (31.5)	399 (58.3)
Automotive	432 (72.6)	376 (64.5)	63 (10.5)	568 (95.3)	281 (50.3)	413 (69.4)	424 (70.4)	328 (54.8)
Welding	160 (80.8)	142 (70.6)	16 (7.8)	198 (96.6)	114 (59.4)	138 (67.0)	140 (66.7)	116 (56.3)
Production Machine	250 (67.8)	221 (61.2)	35 (9.5)	352 (96.4)	173 (50.9)	299 (82.1)	230 (61.5)	185 (50.0)
Production Assembly	98 (89.9)	83 (76.9)	11 (10.2)	106 (99.1)	69 (63.9)	98 (91.6)	52 (48.2)	50 (45.9)
Non-Auto Repair	95 (77.9)	78 (65.5)	15 (12.2)	117 (97.5)	49 (43.8)	93 (76.2)	81 (66.9)	65 (53.3)
Health Service	175 (81.0)	149 (69.3)	51 (22.7)	185 (83.7)	88 (44.9)	141 (62.7)	98 (43.6)	143 (64.1)
Building Maintenance	63 (76.8)	63 (74.1)	7 (8.3)	83 (95.4)	51 (60.0)	51 (63.8)	71 (80.7)	63 (76.8)
Food Service	116 (77.3)	112 (74.7)	35 (22.9)	148 (98.7)	81 (54.0)	115 (76.7)	109 (71.2)	78 (51.7)
Other	167 (68.7)	160 (66.4)	29 (12.1)	224 (92.2)	121 (54.8)	197 (82.8)	153 (63.0)	131 (53.9)

better results occur where enrollees from a mixed socio-economic background mingle and those from poorer backgrounds are subject to peer group pressure from those with higher motivation. The results show that in all centers enrollees generally share similar socio-economic backgrounds, and that although racial and ethnic enrollment mixes exist in several centers, not one center has what might be termed a "good" socio-economic mix.

The Enrollee's Parents

The survey confirmed the assumption that Skills Centers and other poverty programs are serving primarily the children of migrants from rural areas, the South, Mexico and Puerto Rico. Only four of the 19 Centers enrolling 10 percent of the total enrollees included in this evaluation were located in the South. Yet 70 percent of the parents of the enrollees were born either in the South (56 percent) or outside the continental limits of the United States (14 percent).

Table 2-12

Birthplace by Region of Parents of
Skills Center Enrollees

Region	Number	Percent
Total Sample	970	100
Southern States	546	56
Non-Southern States	290	30
Outside Continental U.S.	134	14

The picture is even sharper when the number of parents born in the same states as the Skills Centers are separated from those born in other states. Table 2-13 shows that 89 percent of parents born in states or countries other than the Skills Center states, were born either in the South (69 percent) or outside the continental U.S. (20 percent).

Even when the Southern Centers are deleted from the sample, the overall picture changes little. Sixty-four percent of the parents of enrollees attending non-Southern Centers were born either in the South or outside continental U.S. Only 26 percent were born in the same states as the Skills Centers and 10 percent in other non-Southern states.

Few parents of enrollees were born in six of the states in which Skills Centers were located (Colorado, Connecticut, Florida, Michigan, California and New Jersey). Not one parent of Detroit Skills Center enrollees out of a total sample of 124 was born in Michigan. Two California Centers were included in the sample, yet only five parents of enrollees had been born in California. In New York, where three Centers were located, only 32 parents out of a total sample of 98 were born in that state. In the four Southern States, on the other hand, the total sample was 176, yet 180 parents of Skills Center enrollees were born in those states.

Table 2-13

Birthplace by Region of Parents Born Outside States
Where Skills Centers Are Located

Region of Birth	Number	Percent
Total Sample	970	100
Same State	309	32
Out of Skills Center State	661	68
Total Sub Sample	661	100
Southern	454	69
Mexico-Puerto Rico	111	17
Non-Southern State	73	11
Other Foreign County	23	3

Table 2-14

Birthplace of Parents of Enrollees
Attending Non-Southern Centers

Region	Number	Percent
Total Sample	823	100
Same State	217	26
Other Non-Southern States	79	10
Total Non-Southern States	296	36
Southern	398	48
Mexico-Puerto Rico	108	13
Other Foreign County	21	3
Total Non-Northern States	527	64

Fifty-five percent of the parents were born in rural areas. In the four Southern States where Skills Centers were located (three of which were in urban areas), 76 percent of the parents had been born in rural areas; the corresponding figure for Non-Southern Centers was 53 percent.

Table 2-15

Birthplace of Parents--Rural-Urban

Centers by Region	Sample	Rural	Percent	Urban	Percent
All Centers (19)	1151	635	55	516	45
Non-Southern (15)	991	529	53	461	47
Southern (4)	160	126	79	34	21

As might be expected, these migrants from the South, Mexico and Puerto Rico suffered from educational deficiencies, lack of skills and, sometimes, language deficiencies. A total of 36 percent of the families of Skills Center enrollees were headed by either the mother or a non-parent relative. The average educational attainment level of mothers was 9.5 years; the corresponding figure for fathers was 8.9 years. Nearly 60 percent of the families had four or more children; one-fifth had eight or more. The largest occupational categories for the parents were "housewife," "semi-skilled" and "laborer."

The children, on the other hand, were primarily urban (66 percent) and were born in the U.S., but outside the South (58 percent), although a sizable percentage (42 percent) were born either in the South or outside the continental United States. Fifty-nine percent of Skills Center enrollees were born in the same state as the Skills Centers. Of those who were born outside Skills Center states, 77 percent were born either in the South (57 percent) or outside continental U.S. (20 percent).

Summary

In this chapter, an attempt was made to discover something about the Skills Center client, his socio-economic background, and whether he met the criteria for "disadvantaged." In addition, the outreach, recruitment, selection and referral processes were analyzed. The following conclusions emerged:

-- Outreach and Recruitment: Eleven out of 19 Centers suffered from chronic low enrollment. ES outreach accounted for only 1.8 percent of all referrals made to Skills Centers. There is an immediate need to improve outreach and recruitment and to cure the low enrollment problem.

-- Selection and Referral: The selection and referral process is working reasonably well. Although there are some complaints that the wrong people are referred to some vocational programs, a negligible percentage of enrollees are transferred from one program to another after enrollment. The elimination of prevocational courses has hurt the selection process, and some consideration should be given to either delaying the assignment of an enrollee to a specific occupational offering until he has undergone a vocational guidance program at the center or introducing a work sampling approach.

-- Socio-Economic Background of Enrollees: Skills Centers are serving primarily the children of migrants from rural areas, the South, Mexico and Puerto Rico. These migrants suffer from skill, educational and other deficiencies which have been passed on to their city-born children.

-- Characteristics of Skills Center Enrollees: Skills Centers are serving the disadvantaged. Some Skills Centers are serving a more disadvantaged clientele than others, but overall, Skills Centers compare favorably in this regard with other manpower programs. The most disadvantaged groups among center enrollees are Spanish-Americans, American Indians and Orientals. Blacks are more disadvantaged than non-Spanish-American whites, but blacks have the highest educational attainment rates of all enrollees. Female enrollees are more disadvantaged than their male counterparts, and food service and factory assembly enroll the most disadvantaged enrollees. Health occupations, automotive and production machine courses enroll the least disadvantaged enrollees. As will be discussed in Chapter 3, the average grade level attained by the enrollees included in the sample was 10.4. Their achievement level, on the other hand, was 6.1 in Math and 6.3 in English.

Chapter 3

THE SKILLS CENTER PROGRAM

Skills Centers are laboratories for the teaching of employment skills to the disadvantaged; instructional techniques, therefore, are not static. Theories have been tested and discarded, new techniques have been tried and modified and experimentation is encouraged. This makes it very difficult to evaluate the quality of instruction in Skills Centers. Traditional criteria are not always useful. To evaluate a program constantly in transition is to fire at a moving target; it is never clear at what point an experimental effort can be fairly appraised.

ORC's evaluation of the quality of the Skills Center program is based on observation of all components (orientation, pre-vocational training, remedial education, related education and vocational training) interviews with instructors and their supervisors, and interviews with enrollees. In ten centers, all classes and all instructors were interviewed; in nine centers, an average of four classes were observed and four instructors and their supervisors were interviewed. Informal, non-structured interviews were conducted with two enrollees selected at random in each class observed.

The evaluators attempted to apply the following criteria to all courses:

1. Is the instruction trainee-oriented rather than subject-oriented in the traditional "course outline" sense?

2. Is course content current and relevant?

3. Is theory integrated with vocational instruction?

4. Are trainees permitted to enter programs at levels commensurate with their past training and experience?

5. Are trainees able to progress through programs at their own pace and graduate when it is determined that they are employable?

6. Are trainee goals and objectives clearly and realistically defined and is the individual trainee aware of his progress at all times?

The Learning Environment

Asked in what way the Skills Center differed most from their school experience, the enrollees responded with the general consensus that trainees were treated more as adult working men and women than as students. For most enrollees, this approach is appropriate. Most Skills Center enrollees appear to be well motivated and sincerely interested in acquiring marketable skills. In most Skills Center classes, however, there is a relatively large minority that is either hostile or indifferent. The mixing of these two groups presents a challenge to Skills Center instructors. They have more flexibility than instructors in most other institutions, but they also face more pressure. While the ORC Team was on-site, incidents occurred in six centers which illustrate the kind of pressure most center staff and instructors face on a daily basis:

1. The Skills Center Director in one center was unable to devote much time at the initial interview because he was questioning four male enrollees who had been accused of raping a retarded female enrollee.

2. In another center, an instructor was physically beaten by an enrollee who was enraged that the instructor had docked him a day's allowance for absenteeism.

3. In still another center, a male enrollee had his throat cut badly by the husband of a female enrollee with whom he was keeping company. The husband and wife later in the same day robbed two gas stations and shot to death two gas station attendants.

4. An enrollee went berserk during his lunch hour and was finally subdued by four policemen.

5. The police appeared on-site to arrest an enrollee for failure to pay over 60 traffic violations; the enrollee could not speak English.

6. A black center director was attacked by a Negro newspaper circulated primarily among blacks for firing a white instructor who led his black enrollees in a gambling operation in the classroom.

These incidents are representative of many others recounted at various centers. Explosive situations are a fact of life in most centers and affect their role as learning environments.

All centers are attempting to compress as much basic education and vocational training as possible into a relatively short period of time. Peripheral programs, such as orientation, are generally short in duration and non-utilitarian education is rarely encountered. The policy is to place the enrollee in a training situation as fast as possible. Since enrollees vary greatly in ability, background and attitude, working out the proper mix of remedial, related and vocational training on an individualized basis and packaging the occupational offerings in appropriate clusters are major problems.

The selection of instructors who are versed and experienced in the occupation they are teaching is a universal requirement. This has a positive effect on the program, particularly with regard to enrollee acceptance and motivation. Most instructors appear to be dedicated to the Skills Center concept and are enrollee-oriented. For example, the instructor who was badly beaten by one of his trainees insisted on returning to his class immediately after he had been "stitched up" by his doctor. The instructor of the trainee who went berserk protested vigorously to the administration for calling the police. He maintained that he and the trainee's fellow classmates could have handled the situation.

Range of Occupational Offerings

There is a wide range of occupational offerings in the 19 centers taken as a whole, but the range in each center is limited and the same few courses account for the bulk of the enrollment in all centers. The range of occupations for women is especially limited covering Office occupations and Health Occupations almost exclusively.

The number of course offerings varies from four to twelve at all centers with the single exception of Denver. The Denver Community College offers the majority of its courses to Skills Center students, a total of 42 occupational offerings. Even there, however, Skills Center trainees are enrolled mainly in nine occupational areas which are standard throughout all centers.

Five categories account for 62 percent of the enrollment in the 19 centers:

1. Automotive Mechanics is offered in 16 of 17 centers. However, the five New York centers operate as one unit and automotive mechanics is offered at one of the New York centers not visited by ORC. Thus, automotive mechanics actually is available in 18 of the 19 centers.

2. Auto Body Repair is offered in 17 of 19 centers, with the same arrangement for New York City.

3. Welding is conducted at 16 centers. Welding equipment is available at all 19 centers, but the course was inoperative at three.

4. Production Machine Operator (Machine Shop) is offered at 16 of the 19 centers. It has recently been discontinued in Los Angeles because of the depressed situation in the aero-space industry.

5. Office Occupations is offered at all 19 centers.

Adding Food services and Health Occupations, which are offered at over half the centers, these seven courses accounted for 76 percent of the total enrollment. Seventy percent of all female trainees were enrolled in only two courses: Office Occupations and Health Occupations.

The balance of the occupational offerings was distributed as follows:

1. Building Maintenance at seven centers

2. Sewing/Tailoring at seven centers

3. Upholstery at four centers

4. Electronics at four centers

5. Printing/Reproduction at three centers

6. Appliance Repair at three centers

7. Drafting at three centers

8. Woodworking at three centers (includes Cabinet-making and Furniture Refinishing)

9. Meatcutting at three centers

10. Diesel Mechanics at two centers

11. Forklift Mechanics at two centers

12. Multi Industrial Fabrication at two centers

13. Sheetmetal at two centers (includes Factory Assembly)

14. Screw Machine Operator at two centers

15. Distributive Occupations at two centers

16. The following were offered only at one center each: Office Machine Repair, Hydraulics, Air Conditioning and Refrigeration, Cosmetology, Auto Glass and Upholstery, Accounting, Marine Engines, Vending Machine Servicemen, Auto Air-Conditioning, Data Processing (plus several Key Punch operations included in clerical), and Sewing Machine Mechanic.

Course Quality

It was not within the scope of the ORC evaluation to compare the quality of Skills Center courses with similar courses in regular vocational education, regular MDTA institutional training, or other manpower programs. However, the ORC staff aggregated among them years of experience in vocational education, industrial training, Job Corps, MDTA institutional training in and out of Skills Centers, CEP and other programs. Judged on the basis of that experience, Skills Center courses appear to be as good and in some cases better than similar courses in other programs. The obvious effort to be of service and the innovative methods used to make training acceptable to disadvantaged trainees is the keynote of all Skills Center programs.

There is generally a good understanding of and a sincere desire to adopt the techniques of individualized instruction, integration of basic education and related theory, the cluster approach, and open-ended entry and exit. On the debit side, the equipment, facilities, and general learning atmosphere in some of the newer vocational education institutions is far superior to most Skills Centers.

The quality of offerings varied by center and by course within centers. The brief descriptions of superior and problem courses that follows is intended to provide an insight into both the accomplishments and failures of Skills Centers. Specific course-types and techniques will be discussed in subsequent sections of the chapter.

Superior Courses

The following are some of the more impressive courses observed by the ORC Team. They are discussed in more detail in Chapter 9. Their inclusion here, along with the section on problem courses, is intended to serve as an introduction to the discussion of specific techniques and course-types.

1. Diesel Mechanics Course --Abingdon: This course is exceptionally well designed, organized and conducted. The instructor is a dynamic and enthusiastic individual, with many years of experience in the field of diesel mechanics. He solicits field equipment from owners and repairs the equipment, charging only for parts. After about 6 weeks of intensive basic training, trainees are given assignments on actual operating equipment which must return to commercial performance. The curriculum is built around job sheets which are retained by the trainee. By the time the enrollee graduates, the job sheets make up a complete manual. Progress is monitored by a series of written and performance tests based on performance objectives. However, the individual can proceed at his own pace, taking the tests whenever he feels he is ready. Progress charts are not posted, but are maintained by the instructor for consultation with the individual trainee. Liberal use is made of audio visual aids (overhead projectors, slides, tapes and mock-ups) and of a wide selection of company materials, manuals and texts which have been donated to the center. The instructor does his own placement,not only in the Abingdon area, but throughout the country. Of his most recent class of 16, 13 were working, one had been referred to a job in Florida, one was going into the service and the other had not completed training. The overall placement rate for the course is above 90 percent and the attendance rate is 98.2 percent.

2. Welding Course --Bridgeton: This course is well designed, organized and conducted. Again, the instructor is dynamic, has extensive experience in his field, and is well-known by employers with whom he continues to maintain close contact. His equipment is current and up-to-date, and he makes use of the latest techniques in MIG and TIG welding. He relates the training as directly as possible to specific job requirements and to the individual capabilities of the trainee. The trainees work confidently and independently on their own projects. Attendance in the class is 84.2 percent. A two-year follow-up study of the trainees with 95 percent of the trainees reporting revealed that 95 percent were working in training related jobs. The dropout rate is only 11 percent.

3. Automatic Screw Machine Operator--Williamsburg (Brooklyn): The equipment for this course, a highly specialized Swiss machine, is identical to that used in industry. The instructor works closely with the companies where the trainees will be placed and uses the "Project Method," using employer requirements in designing projects. Production at industry speed and accuracy requirements is the ultimate objective. There have been three classes totaling 39 trainees. Of these, 37 have completed, and all 37 have been placed in jobs.

4. Meatcutting Course--Des Moines: This is one of the most realistically based programs observed. Again, the instructor has extensive industry experience, is dynamic, aggressive and extremely enthusiastic about his students and program. The facility, equipment, freezer boxes, wrapping machines, showcases and materials are exactly the same as those used in local supermarkets. The instructor obtained a contract through open-bid competition to supply 20,000 pounds of meat to the Des Moines school system's cafeterias. The class also does meatcutting for the center and periodically sells to students and staff to cover the retail phase of their training. The program pays for all materials and supplies from its sales.

5. Auto Body Course--Des Moines: The approach employed in this course is unique, innovative and provides a good example of how the concept of individualized instruction can be transformed into a superior vocational program. The new trainee first receives some basic instruction in metal working, oxy-acetylene welding and cutting on individual projects. The instructor, through local dealers, maintains a supply of dented fenders. Each student completely repairs, surfaces and paints a fender as a project. Having completed this objective to the instructor's satisfaction, the trainee is assigned to increasingly more complex projects, working completely on his own. His final assignment is a complete body repair job, including making an estimate and arriving at the final price. The placement record is in excess of 90 percent. Another interesting technique concerning attendance was noted in this shop. The instructor, if he finds attendance lagging, posts the attendance percentage on the board with the number of potential trainees on the waiting list to enter the course. The average attendance is 89 percent.

6. Electronics Course--Phoenix: The instructor, working with electronics employers, has developed an excellent course outline and performance objectives. These are constantly revised according to changes in hiring and job requirements, or to make allowances for the varying degrees of enrollee capability. Projects and progress are judged against strict industry quality control standards. The instructor has also developed an extensive number of written materials, audio-visual aids, work samples and other methods for getting various techniques across to the individual student. The attendance rate is 91.7 percent.

7. Food Service Course--Cincinnati: This course has been singled out because of its orientation toward the teaching of food services rather than toward the preparation of meals for staff and enrollees. Training objectives have been clearly defined in the areas of baking, combination/cook, counter work, short order cook and cashier/waitress. The training objectives are drawn up weekly and turned over to the cafeteria operator. The cafeteria incorporates into its menu food prepared

by enrollees in conjunction with their training. The entire menu, however, does not depend solely on food prepared by enrollees. The attendance record is 88.2 percent and the retention rate is considerably above average.

8. Office Occupations--General: Office occupations (or multi-clerical) courses in general are well designed and are more frequently adapted to the cluster approach than any other course except automotive. There are also many unique and innovative techniques being developed for various multi-clerical segments:

a. Syracuse: This center, utilizing the welding and office occupations classes, designed and built its own teaching console. The console, which uses commercial tapes and locally developed materials, is a very effective teaching tool.

b. East Los Angeles: Working with the telephone company, the center converted one of its classrooms into a very realistic office setting. Visitors and students check in with the receptionist who operates an intercom switchboard, and can be used in contact with the instructor or other students who have various "office duties" for the day. The whole atmosphere and decorum is realistic. The equipment is on "long term loan" from the telephone company at no cost to the center.

c. Des Moines: Clerical trainees perform many of the clerical functions for the center administrative office. One of the large volume jobs they do is preliminary preparation of Form 952's for all trainees. This provides realistic, meaningful work for trainees, and a feeling of involvement in center operations.

d. New York City: Occupational instructors have done an outstanding job in working with employers to prepare center trainees to take civil service and private entrance examinations. A follow-up is performed on all clerical referrals. If trainees have failed entrance exams, the staff tries to determine reasons for their failures. Curriculum revisions are made on the basis of these follow-up checks, although there have been a few cases where the center has convinced employers to revise their testing programs.

e. Cincinnati: The Cincinnati Office Occupations program is far broader than other multi-clerical programs. It also has an excellent diagnostic-orientation program, and its equipment is excellent.

Problem Courses

In contrast to the "positive" courses, there are some which have been labeled "problem courses." These include Food Services, Building Maintenance and sewing courses.

1. Food Services: Food Services programs run into problems on two counts: (1) There is a difference of opinion between the Employment Service and most Skills Center staffs regarding the employability of Food Services completers with the former more pessimistic; and (2) Food Services courses often become production operations rather than vocational courses. Supporting the view of center staffs, placement statistics for Food Services appear better than average. (See Chapter VI) At the same time, the Employment Service seems to be correct in its contention that most of the jobs in which Food Services graduates are placed are low-wage, menial positions with little upward mobility. It is difficult to ascertain whether the successful enrollees are placed because of their training or because the jobs are unattractive and characterized by high turnover and frequent vacanies. Even if the average low-skilled worker could obtain these jobs without training, this does not prove that the disadvantaged enrollee could have done so. The second problem is related to the first but may be even more serious. Where Food Services programs are primarily service feeding operations for enrollees and staff, production often takes precedence over training. The Cincinnati program, described above, avoids this problem.

2. Building Maintenance: Building Maintenance completers are also susceptible to placement in low-wage, menial jobs. The placement rate for Building Maintenance is the lowest of all occupational offerings (50 percent), and the course also has the highest absentee rate.

3. Sewing Trades: In spite of the MDTA regulation excluding garment trades, sewing courses are offered at seven of the centers under various titles such as drapery or tailoring. The same complaint is heard regarding these courses--placement in low-wage, menial jobs. Placement rates for these courses are low and absentee rates are high. Upholstery courses generally have the same problems.

Flexibility

One of the prime requirements of the Skills Centers is that they be flexible, that they have the capacity to adapt to changing labor market conditions. One measure of this capacity is the frequency with which existing courses are dropped from center curricula and new ones added. There are numerous examples of the former but few of the latter. The following is a partial list of courses dropped from the 19 centers:

-- Food Services at five centers

-- Electronics at four centers

-- Drafting at three centers

-- Upholstery at two centers

-- Marine Engines at two centers

-- Building Maintenance at two centers

-- Service Station Sales/Mechanic at two centers

-- The following were dropped at various centers: Shoe Repair, Nursery and Landscaping, Metal Polishing, Ward and Surgical Technician, Power Sewing, Appliance Repair, Machine Tool, Grinder Operator, Screw Machine Operator, Maintenance Mechanics, Farm Maintenance Mechanic, Welding, Knitter Mechanic, Office Machine Repairman, Material Handling, Factory Assembly, Aircraft Structure , Plumbing, Carpentry, Electricity, Chassis Assembly, Woodworking, Stenographer.

A few of the courses were low level and unpopular such as Food Services, Building Maintenance, Service Station Sales, and Production Assembly. More often, however, they were attractive sounding courses and the reaons given were low placement rates or the difficulty of supplying the required skills in the time available and the limited abilities of the enrollees.

Thus, though a substantial amount of program change occurs, the direction of movement is always toward stabilization around the core courses which comprise the builk of enrollments in all centers. Center personnel tend to respond that designation of courses is an ES responsibility, yet they appear to have considerable influence upon what the ES chooses to designate. Food Services courses, for instance, are continued despite ES opposition. Flexibility appears to be available but seldom used. The reasons are explored further in the section on Labor Market Relevancy, later in the chapter.

Instructor Committment

The dedication of the instructional staff is one of the Skills Centers' greatest assets. Although this may be considered an "intangible," the positive reaction of enrollees to most Skills Center courses is directly attributed to it. A high percentage of the instructors attempt to maintain close contact with employers to assist in placement and to keep current with new developments, techniques, and equipment. A considerable number obtain equipment, manuals and other training materials through employer contacts. Earlier, the Skills Centers used craft advisory committees to assist in the development of course outlines and curricula. However, these committees tend to become inactive over time. Consequently, most contacts are now made on an individual basis. One center director is revising teaching schedules to permit instructors to spend one full day every two weeks updating their knowledge. In other centers, however, instructors are required to teach eight hours a day, leaving little time for curriculum development or the updating of the instructor's trade knowledge.

Instructional and Service Components

The essence of the Skills Center concept is to combine under one roof as many as possible of the training, education and supportive services needed by a disadvantaged clientele. The availability and quality of these components is a measure of the extent to which Skills Centers achieve in practice what they intend in concept.

Pre-Vocational Training

All Skills Centers recognize that a substantial portion of their enrollees need a period of assessment and occupational exposure. In the early stages of the Skills Center program, this was accomplished through a formal pre-vocational component, often running up to 16 weeks.

Pre-vocational training had the following objectives:

1. Motivate realistic self-assessment by each trainee of his potential and interest in terms of a realistic training goal.
2. Ascertain the occupational field that is most suited to each trainee.
3. Assess the enrollee's need for basic education.
4. Develop alternatives for those trainees who are appraised as not being ready or able to benefit from training.
5. Develop good work habits, characteristics desired by employers, personal habits and proper dress.
6. Develop job seeking techniques, interviewing adequacy and the ability to utilize the service of community agencies.

Only three of the 19 centers continue to offer formal pre-vocational programs and these have been cut back to two and six weeks duration. Centers which have discontinued pre-vocational components cite the following reasons:

1. The dropout rate was too high during the pre-vocational period. The trainees came to the center with the primary objective of receiving skill training. They became impatient with the long delay. Many were not interested in observing other occupations and rejected the idea of spending long hours in basic education classrooms.

2. The practice created serious administrative problems and scheduling. One of the most important phases of the program was the exposure of the trainee to all of the occupational areas at the center. The assignment of pre-vocational enrollees to instructors who already had full classes caused disruption in the

regular training and placed a tremendous burden on the instructor. If, on the other hand, the pre-vocational phase was conducted in a separate setting, it became artificial and increased costs prohibitively.

3. Pre-designation by the Employment Service of the course to which a trainee is assigned makes pre-vocational training unnecessary.

4. Cut-backs in funds made it impossible to continue pre-vocational programs.

The objective now is to get the trainee into the vocational area at the earliest possible time--get his hands busy working in the trade he has selected (or has been selected for him). The hope is that when his interest has been stimulated, the other elements will come as a natural, easy consequence. The trainee will see and understand his weaknesses and become more receptive to remedial and related education.

Nevertheless, most center administrators still believe "Pre-Voc" is necessary and have woven elements into such components as orientation and counseling. In some centers, specialized programs have been developed to fill the gap. One-half the referrals in one center are assigned for pre-vocational training with the other half pre-designated for specific occupations by the Employment Service. Another has adopted a refinement of the cluster system by means of which enrollees are assigned to a "family of jobs," rather than to a specific occupational area. The trainee spends his first 13 weeks of training in a broad pre-vocational "hands on" program before being assigned to a specific training area. Still another center devotes three weeks to a pre-vocational assessment program during which the enrollee is exposed to a wide assortment of work samples and exploratory experiences. Given the limited budgets and the reluctance of enrollees to spend time in activities not directed toward specific skills and jobs, this latter approach, which is frequently used in vocational rehabilitation, merits more extended exploration and experiment.

Orientation

Orientation components have also been curtailed in order to move the trainee into vocational training as soon as possible. Orientation lasts two weeks or more in only six centers; one week in three centers; and less than a week in ten centers, four of which use only one-half day for this component.

The more comprehensive orientation programs usually include the following:

-- World of Work (learning how to prepare for a job, how to look for a job, job behavior, employee/employer relations)

-- Community Resources (knowledge of agencies which can be helpful to enrollees)

-- Career Exploration (occupational outlook)

-- Individual and Group Counseling and Guidance (self appraisal, attitudes, health, grooming, attendance and punctuality)

One center describes its program as follows:

"Orientation may be regarded as the beginning step in assisting students to positive movement toward an adequate understanding of themselves and their new environment. . . . the following goals and objectives are suggested:

> To assist students in the development and understanding of their interests, abilities and aptitudes.
>
> To help students see the relationship between abilities, interests, aptitudes and the various occupations.
>
> To help students realize that individuals differ.
>
> To help students develop a realistic understanding of the factors which individuals must consider for educational and vocational achievement. . . ."

Most centers, however, merely conduct an orientation to the center itself, including an introduction to the staff, the courses offered and services available, and the center's rules and regulations. Some centers use the orientation period solely for completing enrollee forms and other paper work.

Some of the best uses of audio-visual aids, films, tapes, video recorders, commercial and center-developed materials, and varied counseling methods (for example, role playing and group interaction) were observed in the better orientation classes. On the negative side, the greatest number of dropouts occur during orientation. The extent to which this indicates dissatisfaction with the orientation content or only that most dropouts occur early in a program, regardless of the offering, is unclear. Because of the various approaches and seemingly divergent philosophies regarding orientation, the program should be under continuous evaluation and analysis, so that successful and positive accomplishments can be disseminated to others having problems in this area.

Employability Training

Efforts to overcome the loss of pre-vocational training resulted in the development of a series of unique and innovative programs. They are aimed primarily at strengthening the employability of the trainee. Although they cover basically the same subjects as pre-voc and orientation, the approach and emphasis has been redirected. Two noteworthy examples are:

Table 3-1

Educational Achievement Levels--Nine Centers

Center	Communications	Computation	Average
All Centers	6.3	6.1	6.6
65	5.3	4.9	5.1
50	NA	NA	9.5
35	5.0	5.6	5.3
10	6.8	5.6	6.2
30	6.0	6.3	6.1
70	7.2	6.3	6.8
85	6.3	7.1	6.7
90	6.1	5.8	5.9
75	8.0	7.1	7.6

The Syracuse Center conducted a survey of the improvement in achievement which occurred during enrollment. The results are as follows:

Table 3-2

Increases in Achievement Levels--Syracuse

	Average Grade Levels			Average
Subject	Entry	Completion	Increases	Hours Per Grade Level
Comprehension	4.7	6.2	1.5	26.5
Computational	4.9	6.7	1.9	23.1

1. The Job Focus Program--Philadelphia: The content is divided into three segments and given at the beginning, midway and just prior to the completion of the individual's training program. The initial Job Focus covers adjustments and orientation to the center, description of individual training objectives, exposure to the industry (field trips), and expected behavior. The mid-term Focus reinforces the subjects covered in the initial session but is oriented more intensely toward the nature of the industries for which the enrollees are being trained. The final segment covered pre-employment subjects and is scheduled immediately prior to the enrollee's completion date.

2. Employee-Employer Relations Program--West Columbia: This program covers World of Work subjects: job and employer relations, interviewing, job hunting, and consumer economics, among other subjects. It is an integral part of the regular schedule and is conducted one hour per day throughout the entire period the trainee is at the center. Classes are grouped by occupation, and an attempt is made to gear each session toward the particular occupational group. Good use is made of audio-visual aids, and group interaction techniques are employed to a considerable extent.

Basic Education

The average school grade level attained by Skills Center enrollees is 10.4 years. The average achievement level, of course, is a good deal lower. ORC was able to collect the results of achievement tests from nine centers. According to this information, the average achievement level is at the sixth grade level (math 6.1 and English 6.3) at the time the trainees leave the Skills Center.

The Kansas City Center made an analysis of how long it takes to raise an individual one grade level depending on the enrollee's entry achievement level. The results are as follows:

Table 3-3

Length of Time to Increase Achievement Levels-Kansas City

	Clock Hours of Instructor Per Grade Level Increase	
Entry Level	Comprehension	Computation
6.0 and above	13.9	16.1
4.0 to 5.9	17.7	16.3
0 to 3.9	44.2	28.1

No data are available to indicate how long these achievement gains are maintained. Even if they were to disappear within a year or two, a gain of one year of achievement in 14 to 18 hours of instruction would appear to be an excellent return on an investment in adult education. Most centers, however, appear not to be achieving nearly such effective results, and are not determining exactly how effective their programs really are.

Approaches to Basic Education: There are three general approaches to remedial education in the 19 centers. Fourteen of the centers attempt to integrate basic education with occupational training. That is, they relate vocabulary remedial reading, spelling and basic math to the vocational offering. The best of such courses establish performance objectives to coincide with occupational steps, modules, or clusters. Five of the 14 centers which utilize the integrated approach establish performance objectives.

Three centers maintain that basic education can be taught best as a separate subject, unrelated to vocational training. Two centers deemphasize basic education altogether and provide only special remedial services for enrollees who cannot advance in their vocational areas without special attention.

Most centers schedule basic education for two hours a day. If an enrollee is a high school graduate, he is permitted to attend vocational training full-time, unless it appears that he is in need of remedial attention. Non-high school graduates must meet specific achievement levels, depending on the occupational offering, before they can attend vocational training full-time. Four centers have set an objective of 8th grade achievement for all occupational areas. Others leave the achievement goals to the judgement of instructors and counselors. Three centers require enrollees to attend basic education during the entire course of their training so that they may progress as far as possible before completion. One center schedules basic education seven hours a day for a period of up to 12 weeks, depending on when the individual trainee is considered ready to obtain the maximum benefit from skill training. Another center schedules basic education for four hours per day to "get the basic education out of the way as soon as possible." Several centers maintain variable schedules to accommodate special individual remedial needs or to offer ESL (English as a second language) and GED programs. Neither the observations of the ORC basic team nor the special five center basic education study were able to produce evidence to identify the most effective alternative.

Most centers assign students to basic education by occupation to maximize the occupational relevancy of the curriculum. In contrast, five centers assign on the basis of grade level, usually 0-3, 4 to 6, and 6 to 8, the object being to concentrate on the individual needs of the enrollee. A few centers try to do both, but this reduces class size immediately.

GED (General Education Development): GED programs to assist enrollees to prepare for high school equivalency tests are carried on in 13 centers. Special periods are scheduled for GED preparation. Five centers provide off-hours GED programs through the voluntary assistance of instructors. All centers make information available to enrollees on GED courses carried on at other schools. One center does not encourage GED for its younger enrollees. Instead it encourages them to obtain their high school diplomas, and arranges for 5 hours of school credit for academic achievement.

English as a Second Language: ESL courses are conducted at seven centers. Some ESL courses are among the most innovative of Skills Center programs. One center, for example, has developed a set of performance objectives built around a "survival concept" for Spanish-speaking enrollees. Another is developing a "Five Level Principle for Pre-Vocational Training," which concentrates on English as a second language. The ITA (International Teaching Alphabet) has been adapted in another center for teaching adult illiterates to read, and for language training. The programs are described in more detail in Chapter 8.

Basic Education Summary: There are more divergent views about the teaching of basic education in Skills Centers than in any other program area. The introduction of open-ended training has created problems for basic education instructors, and although a substantial number of Skills Center enrollees are advancing up the achievement ladder, most centers have not ironed out all the kinks in their basic programs. The number of well-equipped learning centers, for example, are few in number and those that do exist are under-utilized. Many basic education instructors are not aware of the wide variety of techniques and methods that can be applied to the teaching of basic education to the disadvantaged and are inclined to be dogmatic and inflexible in their overall approach.

These problems cannot be resolved by the centers alone. Curriculum and materials development, staff training, methods and techniques interchange, and hardware evaluation require special outside assistance. In some instances, such assistance is provided, but not always in the amount and kind that is most effective to center operations. The State Board for Vocational Education in Tennessee, the Los Angeles and New York City School Districts, and the Technical Education Commission in South Carolina, have made staff and materials available to Skills Centers in their areas. Funds under the Adult Education Act of 1966 are used for basic education in Pennsylvania, Virginia and Missouri. In most areas, however, the amount of curriculum assistance available is inadequate at both the state and city levels.

Related Education (Related Theory)

The trend in Skills Centers is to give the vocational instructors responsibility for related education (to provide the necessary theory and academic skills to support the skill objective). Fourteen centers follow this practice. Three centers include related education as part of their basic education curricula; two centers have specialized instructors responsible for related education.

The subjects most freqently taught are safety, identification, use and care of tools and equipment, shop and business math, measurements, blueprint reading, and industry and business familiarization. Various other world of work subjects, such as job orientation, attendance, appearance, and employer-employee relations are also included at some centers.

The program is highly formalized in seven centers, with specific time segments set aside to cover prescribed subjects. The time allotted in most instances is one to two hours per day. The balance of the centers include it in the curriculum, but leave it to instructors to determine the appropriate number of hours and schedules.

There are divergent opinions on whether theory should be conducted before or after experience. The approach of occupational specialists untrained in teaching has been to lay the groundwork with theory and demonstration before assigning any tasks or projects. However, most instructors who have had teacher education believe that it is imperative to provide experience first. One center in a bulletin to instructors states:

> It is not assumed that correct practice automatically results from study of related theory. Theories derive from experience; and in occupational training, experiencing should precede the study of related theory. Experiencing, not mere listening, is the dominant learning method. The more "real" the experience, the more valid the training.

The primary reason for the introduction of "hands on" experience prior to theory instruction is a common finding that this sequence increases motivation. In contrast, the instructor of a highly successful diesel course in another center spends the first six weeks of his program exclusively on lectures and demonstrations regarding theory. His trainees seem highly motivated, but his instructional skills and the ability of his students are well above average.

Training Practices

Over time, a particular package of training procedures has become accepted as particularly suited to the Skills Center assignment. These include the cluster approach to occupational training, open-entry and open-ended completion and individualized instruction. These and the curriculum materials which support these procedures are the subjects of this section.

Cluster Approach

The Office of Education's "Guidelines for the Planning and Development of Skills Centers" define a cluster as:

> "a group of occupations sharing a common core of experience and knowledge with provision for horizontal and vertical mobility."

A series of four to ten or more jobs falling within an occupational family are grouped together for training purposes. The training is divided into modules (or steps) that provide for progressing upward to jobs requiring increasingly more complex job skills, or moving laterally to one or more jobs which require similar skills. This approach is ideally suited to Skills Center operations, because it provides a series of training objectives for trainees with varying but unknown degrees of capability. Those without the interest and motivation or the ability to master the full range of occupations in a cluster can leave at earlier points with a salable skill. The cluster approach also permits a wider occupational choice as interests and aptitudes are identified as the trainee is exposed to the different areas. It also opens up access to a variety of job opportunities.

The cluster approach is employed to some extent in fifteen of the nineteen centers. The cluster approach is used most frequently in automotive and office occupations. It is also being applied in the food service area and to a limited extent in health occupations. (The cluster approach requires a complete and detailed curricula and well-trained staffs for its implementation and it take the latter to produce the former, unless materials are available from an outside source. Despite OE's sponsorship and the widespread verbal commitment to the concept, only two centers could be said to have both the intent and the capability to make almost universal use of the cluster approach through their courses.

Open-Ended Training

The OE guidelines define open-ended training as training so planned that:

1. The Employment Service may refer individuals to an occupational cluster at any time, rather than waiting for the start of a new class.

2. The curriculum and instruction will permit such referral through individualized instruction.

3. Placement will occur whenever the employability team determines that the individual has reached his potential within the cluster.

All nineteen centers are following the open-ended approach in most occupational areas. It is one of the most unique and positive features of the Skills Center program. The open-ended approach permits the Employment Service to recruit and to make placements on a continuous basis. Whenever a dropout or completion opens a slot in an on-going program, a new enrollee can be referred to fill it. The centers can maintain slots at authorized levels, thus reducing per-enrollee costs.

Nevertheless, open-entry and exit has caused much consternation among some instructors. They find it difficult to accept new enrollees at intermediate periods in a course already underway, particularly when referral and enrollment are instantaneous with a stream of enrollees flowing in and out continuously. Their criticism may be justified in a limited number of courses, for example, courses requiring licensing, such as LPN (Licensed Practical Nurse). Such courses usually have prescribed curricula or sequence set by a state board. In most instances, however, open-endedness is both maligned and misunderstood, particularly by those who are more steeped in the traditional approaches and more subject matter than trainee oriented. Provision of staff training and curriculum materials would help resolve this problem. In the interim many centers have worked out compromise arrangements with the Employment Service. Some have intake on a weekly or bi-weekly basis rather than continuously and at random; others hold off on replacements until sufficient vacanies exist to permit processing of replacements on a group basis.

Another means of coping successfully with open-entry is the judicious use of Teacher Aides. As new enrollees enter the course, the introductory or orientation phase is handled by aides, or if the instructor prefers, he can have the aide oversee projects and conduct the orientation himself. Similar divisions of responsibility in order to provide specialized attention can also be utilized during different phases of the training itself.

Individualized Instruction

Individualized instruction provides for each trainee to start his training at the level where it is determined that he needs improvement. His training and experience are taken into consideration and, as a result, it is not necessary for him to start at some pre-specified arbitrary level and repeat ground he has already covered. He is then permitted to proceed at his own individual pace along the path to this training objective.

This approach is not unique to Skills Centers, but is particularly effective in serving the center clientele. The wide range of differences in educational and experience levels, the open-ended approach and the need for immediate and individual reinforcement without undesirable competition and within a limited period of time are ideally suited for individualized instruction.

The implementation of individualized instruction requires considerable initial preparation and intensive training and reorientation of staff. All competent instructors know the skills and related education required to obtain and hold jobs in particular occupations. These must be broken down into a series of steps each with its own performance objectives, usually proceeding from the simple to the complex and arranged in logical learning sequences. Groups of these objectives are frequently put together into modules which can coincide with various spin-off points for different levels of employability within the occupational cluster.

The methods and materials to put these objectives into operation varied widely. Programmed instruction frequently was used, but was by no means the only method. Kits, workbooks, practice sets, projects, job sheets, and other commercial and instructor developed materials are often found. In a number of the centers, regardless of the methods used, there are realistic and measurable check points (tests, demonstrations, etc.) to provide feed-back on enrollee progress. Group instruction is not excluded and seems highly desirable in certain segments of related and basic education, especially when groups of students are having similar problems or are proceeding through the same training objectives. The amount of developmental work necessary to launch a solid individualized program is monumental. However, after the course has been programmed, instructors will have more time to provide enrollees with individualized attention, and much of the routine can be handled by an aide.

Without solid preparation individualized programs risk becoming tutoring operations. This happened in many centers, resulting in frustration to both the enrollee and the instructor. Many instructors interviewed, for instance, thought that the concept of individualized instruction forbade lecturing or even addressing more than one person at a time. Enrollees complained of sitting idle while instructors went from individual to individual with the same information. Better training could enable instructors to be more flexible in utilizing all the instructional methods applicable to the needs of the particular individuals and groups.

Curriculum and Materials

One of the major problems centers face in implementing the techniques described above is the dearth of well developed curricula and materials. Center staffs in many areas are attempting to develop materials without outside help. One center's definition of its responsibility is worth quoting at length:

> Once an occupation is broken down into its component skills and work-related knowledge they must be assembled into a learning sequence which begins with the things the learner already knows and proceeds to add new skills and knowledge to them. The curriculum must be arranged so that not only do we go from the known to the unknown but also from the simple to the more complex skills and concepts which must be mastered. A SEQUENCE OF PLANNED EXPERIENCES IS ESSENTIAL TO EFFECTIVE INSTRUCTION (emphasis in original source).
>
> The curriculum coordinator and his staff are delegated to assist in the HOW and WHY of instruction while the team leaders and head foremen fully determine the WHAT.
>
> The fact that an instructor is "teaching" is no guarantee that trainees are learning. In order to learn, a trainee must "experience" --he must feel, see, manipulate and hear and he must want to do it. But, listening to an instructor or merely reading--the verbal approach -- is the least effective means of learning and of teaching. Some talk is necessary. But, teaching effectiveness is determined, not by how

busy the teacher is but by how busy the trainees are experiencing the curriculum planned for them.

Because of the tendency of many instructors to lecture and verbalize while trainees presumably listen, we are stressing the use of teaching aids which emphasize seeing and doing. The stress on teaching aids is an attempt to restore balance when lecturing becomes the major method of instruction.

The MDT curriculum staff members are specialists in the art of teaching--in the "why" and the "how," and they are available to assist the instructional staff in all phases of curriculum development. This does not mean that they can or should write the courses of study for the occupational team leaders but they should be involved in the process in the following ways:

1. Locate courses and other information concerning occupational training in other communities and work with our instructional staff in evaluating them.

2. Help determine the order or sequence in which the occupational skills and knowledge should be presented on the basis of the laws of learning.

3. Help determine, locate or develop the types of teaching aids which will facilitate instruction.

4. Help the instructional staff to develop objective means of evaluating each trainee's progress, since learning is facilitated if the learner knows what progress he is making.

5. Help improve the knowledge and practice of instruction by bringing to the instruction staff films, literature and demonstrations concerned with the best in educational practice.

6. Develop guidelines for preparing courses of study, lesson planning, lesson presentation, and the effective use of various types of instructional aids.

The center from which the above document emanted is the only one of the 19 centers which has a curriculum development specialist on its staff. Six other centers report that they receive at least minimum help from states, community colleges or local school systems. All other centers must do the best they can. This means that instructors must develop their own materials. Most material on the market is written for children or adolescents in elementary or secondary schools, and is not applicable to Skills Center enrollees. The little applicable material available on the market is not utilized, primarily because center instructors and teachers are not aware of its existence.

In some centers, excellent materials have been developed by instructors and curriculum specialists, but even these are not disseminated to other centers. It would seem logical that as new approaches are developed and tested, they be made available throughout the MDTA Skills Center complex. The following are a few examples of exemplary programs that are worthy of dissemination:

1. East Los Angeles has developed a set of performance objectives for each course conducted at the center. The technical assistance provided by the City School Department is also a model of the kind of support a center can receive from the sponsoring agency.

2. This center has also developed outstanding curriculum materials, in addition to a volume of bulletins containing teaching aids, etc.

3. The MDTA central administration in New York City has provided excellent material in all areas of Skills Center programming, including counseling. The State in this area has also developed excellent materials for use by center staffs.

4. The Tennessee State Department of Vocational Education has worked closely with the Memphis Skills Center's instructors, using instructor inputs as the basis for the development of curricula and other materials. These materials are also used in this State's newly developed Area Technical Centers.

All curriculum material collected by ORC will be turned over to the Office of Education at the conclusion of the project. "Canned" programs should rarely be used intact in Skills Centers. There is no such thing as a general program or series of curricula that would suit the needs of all centers. Nevertheless, there should be an exchange of information and materials among centers. Given as wide a range of materials as possible, instructors can choose from and adapt materials to the needs of particular trainees.

Center Administration and Program Quality

The quality of the training provided is also influenced by the administrative setting in which it occurs and the timing sequences, staffing practices and facilities in use.

Use of Time

All 19 centers provide full-time (7 to 8 hours) training five days per week during prime time (between 7:30 a.m. and 5:30 p.m.) in accordance with Skills Center criteria. Seven centers provide either a partial or full program in a second or overlapping shift. Several centers have conducted evening classes in the past, but have discontinued them due to funding and/or training slot reductions.

The most common utilization of time is six hours in skill training and two hours in basic education. There are many variations to accommodate remedial work, GED and other specialty components which have been described above. The minimum number of hours devoted to skill training is five. Practically all centers permit full time skill training when other objectives have been met. Several directors contend that the eight hour day is too long to retain the interest of disadvantaged student.

The length of program is related to the complexity of the occupation. Where the cluster approach and individualized instruction are incorporated, the individual trainee's capacity has a major affect on course length. Though Skills Center courses tend to be 30 to 40 weeks in length, they ordinarily contain about the same number of actual skill training classroom hours as the typical two-year course in a traditional post-secondary vocational school. Because the characteristics of the trainees are somewhat different, it is difficult to compare the quality of results. Yet it was the definite and consistent impression of the evaluation team that the quality of Skills Center offerings and resultant gains in trainee achievement were at least equal to the usual post-secondary occupational course.

Staff Certification

All except two centers require vocational education instructors to be certified as "qualified" by either the State or local school board. Such certification generally requires a high school diploma, evidence of a certain number of years employed in the occupational field, a satisfactory grade on a test designed to measure the applicant's knowledge of his craft, the satisfactory completion of specified educational or teacher training courses, and a certain period of practice teaching.

Only one center does not require certification for basic education instructors. In all cases, basic education teachers must have at least a Bachelor's degree, more comprehensive educational courses, and a longer period of practice teaching.

The criteria established in most states and local areas for obtaining part-time, temporary or provisional certification is usually sufficiently flexible to allow recognition of trade experience in lieu of academic achievement. Such criteria for basic education instructors are more stringent, in that the requirement of a Bachelor's degree still holds, even if other requirements are relaxed. Most Skills Center instructors and basic education teachers fit into the "temporary" or "provisional" category. Only three centers require permanent credentials for all instructional staff.

There appears to be no relationship between the "permanent" certification of instructors and program quality. Most center directors express a strong preference for instructors with trade rather than academic experience and for basic education instructors who are not "locked in" to traditional teaching techniques. Instructors and teachers who do not qualify for permanent credentials are encouraged to take teacher training courses in order to meet renewal requirements. In most cases, however, intensive in-service training is the best method of preparing new instructors for Skills Center employment. One state requires six years of occupational experience beyond the learner level before the prospective teacher is allowed to take an examination to see if he is competent in his occupational field. This has kept competent aides from being examined for certification as instructors.

Use of Aides

Eleven centers employ the services of teacher aides. Two additional centers use aides in other capacities, such as social worker aides and attendance technicians. The centers using aides and the areas in which they work are as follows.

-- 75: Clerical Occupations (1)

-- 80: Auto Mechanic, Auto Body, Food Service and Machine Shop (6)

-- 95: New Careers trainees assigned on a part-time basis by the Board of Education (5)

-- 45: Basic Education, Auto Mechanics and Multi-Fabrication (4)

-- 65: Seven assigned citywide (five centers)--Primarily as interpreters (1)

-- 50: Social Worker Aides (2)

-- 55: Office Occupations, Auto Mechanics (2)

-- 30: Attendance Technicians (2)

-- 15: Office Occupations, Media Center and Counseling (3)

-- 40: Office Occupations, ESL, Pre-Vocational and Medical (4)

-- 85: Office Occupations and Machine Shop (2)

-- 60: Basic Education, Communications Lab and Electronics (3)

The reaction to the use of aides is generally favorable, although a few administrators complained that they are more trouble than they are worth. The key seems to be identifying responsible jobs for the aides to perform, and providing adequate training and supervision. Not only must the aides believe that their jobs are important, but administrators and instructors must actually rely on services provided by them. Where aides are "more trouble than they are worth," the jobs they are performing are generally categorized as "Mickey Mouse," both by the aides themselves and by the staff.

Aides are particularly valuable in language labs and open-ended and individualized instruction programs; in fact, aides are indispensable to a good program of the latter type. In language labs, aides become experts in the use of teaching hardware and in communicating with non-English speaking enrollees. In individualized instruction programs, aides supervise "drills" and help out with minor problems, as well as operate machines. In open-ended situations, aides are particularly valuable in providing orientation, or in supervising projects while the instructor conducts orientation. One center uses social worker or counselor aides to make home visits, promote supportive services, and serve as mediators between enrollees and the center staff (See Chapter 8).

Turnover

Because of the peculiarities of MDTA funding, the flexibility of Skills Center programming and other factors, staff turnover rates do not hold much significance. From a purely subjective view, however, turnover rates did not seem to be high. Length of service figures (See Chapter 4) support this contention.

The most common reason instructors and aides leave Skills Centers is to accept teaching positions in other manpower programs or in the regular school system. This occurs most frequently in areas where new, progressive programs are being initiated. Skills Center trained instructors have been openly recruited for programs such as the Regional Occupational Centers in Los Angeles and Area Technical Schools in the South.

Staff Training

There is a critical need for staff training in most of the 19 Skills Centers. Additional staff training would help solve problems related to curriculum development, open-ended enrollment, individualized instruction and motivational training.

Skills Center vocational and basic education instructors are asked to assume more responsibility than teachers in most other institutions. They are asked to "empathize with" and "understand" enrollees, some of whom feel no complusion to understand in return; they are asked to be "flexible" and "innovative" while teaching such long hours that they have little time for the planning that leads to flexibility and innovativeness.

The most effective approach to staff training presently in operation is the in-service approach carried on by centers themselves. These programs seem to be more realistically based than programs brought in from the outside. In-service programs are not necessarily conducted solely by center staffs; specialists are brought in to provide specific assistance. Many center directors complained of massive overdoses of "sensitivity training," and simultaneous lack of worthwhile technical training. Too often, teacher trainers are felt to be generalists who have the same panacea for every type of situation. In several areas, however, centers are receiving valuable help from local school departments, states and from federal contracts for teacher training.

A typical in-service program includes a two-week orientation period, followed by regularly scheduled inter-staff meetings, half or full-day workshops and conferences. One center has a Staff Development Committee, made up of front line staff and supervisors, who analyze problem areas and plan and conduct training programs to meet current needs.

A wide range of other efforts is attempted, with varying degrees of effectiveness. Most states have teacher-trainers on their staffs, or through the university system, who provide courses ranging from 4 to 60 hours of intensive training. College credit is awarded for much of this training and such courses are usually prescribed for credentialing or its renewal. Frequently, they cover teaching methods and techniques, which almost without exception are traditional in nature and oriented toward the regular high-school vocational education system. Although such instruction is useful, it falls short of meeting the needs of Skills Centers. In one state with a rigid credit hour program, the requirement for credential renewal (and job retention) includes a course in American History. This is a source of considerable resentment among some Skills Center staff members.

Workshops and annual conferences, conducted by the State MDTA, local school board, or individual centers, are scheduled in almost all areas. Workshops and conferences have some effect in providing an interchange of information, but little real training is accomplished in conferences. New York City conducts a workshop one afternoon each month and a joint conference luncheon once a week. New Jersey and Tennessee conduct one week annual seminars at which time all centers shut down and all MDTA staff attend. Gardena and Syracuse conduct regularly scheduled workshops for center staff up to 15 times per year.

All centers have used the services of AMIDS (Area Manpower Institutes for Development of Staff) to some extent. Reaction regarding the effectiveness and relevancy of this instruction ranges from excellent to poor. One problem with AMIDS training is that centers have problems scheduling staff to attend AMIDS sessions. Some staff claim that AMIDS sessions are too long; others complain that part-time and temporary teachers do not get paid while attending AMIDS sessions. AMIDS appears to have been most successful in the area of "awareness" or "sensitivity" training.

The critical need, however, is for specific training in the following areas:

-- Learning theory and methods of behavior modification as applied to the adult underprivileged and undereducated.

-- Organization of general courses of study, task analysis, development of performance objectives, sequencing from the simple to the complex, course outlines, job and operation sheets.

-- Methods of integrating skills training, related theory, basic education and counseling.

-- Determining, locating, developing and using materials, texts, literature, films, tapes and other teaching aids.

-- Identifying, locating or developing effective instructional methods and techniques, such as the cluster approach, individualized instruction, programmed learning and instruction, demonstrations and lectures, and other educational practices.

-- Developing objective means of evaluating trainee progress through appropriate tests which are related to performance objectives.

Instruction in these subjects should be tailored to each center's unique needs. They must be drawn from actual experiences in the very specialized field of programing for the disadvantaged and undereducated adult. Most teacher educators have not even observed, let alone participated in, this type of instruction.

Facilities

Ten centers are located in industrial-commercial buildings. They range from new modern manufacturing facilities to surplus warehouses and one rundown hotel which was most recently used as a chicken hatchery. Five are in surplus elementary or secondary school buildings, four of which have been condemned. Two are community colleges and two are in area trade schools. The problems of location, utilization and maintenance of some of the older structures is covered in Chapter 5.

From a program standpoint, the most desirable facility is a modern building located in a light industrial area. The atmosphere in this type of facility appears to be more conducive to learning, good attendance and enrollee identification than any other.

Equipment

Equipment in most centers compares favorably to that found in good vocational schools, but in centers which have been in operation more than five years, equipment is beginning to present a problem. Equipment in these centers is becoming either worn out or obsolete. Since there is no provision in budgets for replacement or expensive maintenance, programs are beginning to suffer. A more detailed discussion of this problem is contained in Chapter 5.

Relevance to the Labor Market

Most of the courses offered at all Skills Centers are listed in CAMPS documents as occupations which are in short supply. It would seem, therefore, that Skills

Centers are relevant to the various labor markets in which they are operating. The range of offerings at Skills Centers, however, is extremely narrow, not only within individual centers, but within the Skills Center complex as a whole. There is very little difference, for example, between the courses offered in a rural center in the South and those offered in, say, New York City or Detroit. One would expect that courses offered in such widely divergent labor market areas would be different. Furthermore, although many offerings have been dropped from various centers, the same course offerings reappear year after year. Finally, there is a serious limitation in the number of courses suitable for women.

Course offerings are formally outside the control of the Skills Center; it is the responsibility of the Employment Service to requisition training programs from State Departments of Vocational Education. However, vocational education officials are not without influence on the occupations chosen. Before drafting these requistions (MT-1's), local ES offices are supposed to perform labor market analyses to ascertain whether or not there is a "reasonable expectation of employment" in particular occupational areas.

Interviews with ES personnel responsible for drafting MT-1's reveal that true labor market analyses are very seldom made. Although most local or area ES offices have research division, they are not utilized in the MT-1 process, primarily because they are not geared to MDTA needs. ES labor market surveys generally appear 6 months to a year following the collection of data. Thus, the information contained in these surveys is of limited usefulness in determining reasonable expectation of employment at the time MT-1's must be developed. Where they are applicable, it is in the persistently demanded occupations that turn up so regularly among MDTA courses.

The steps in the MT-1 process are as follows for the typical state:

- The State Department of Employment Security (or its equivalent) requests MT-1's for the coming program year from the area offices. The state usually requests a designation of the relative priorities for these MT-1's.

- The area offices request either MT-1's or justification for MT-1's from local offices.

- The local offices either draft the MT-1's or forward the backup justification to the area office. The justification is based primarily on job orders received by local offices from employers, although in some cases, employers are surveyed by telephone. Local offices assign priorities to the MT-1's.

- In most cases, proposed MT-1's are not cleared through local advisory or CAMPS committees. Even in the few instances where such clearance is sought, the action is a mere formality.

-- In most cases, far more MT-1's are drafted and put into the pipeline than can possibly be funded. The State Department of Employment Security eventually sorts out all of this material and decides which MT-1's will be forwarded to the State Department of Vocational Education for designation of training agent and preparation of training costs budgets.

Critics of this system complain that programs to be offered at Skills Centers are determined primarily on the basis of unfilled local ES office job orders. Since the ES offices account for only a small part of total labor turnover in any given labor market area, to use unfilled ES job orders as the sole criterion for determining reasonable expectation of employment might be expected to limit the range of course offerings. Whatever the reason, it is clear that large parts of the labor market are not represented at all. Distribution of goods, for example, has millions of entry jobs, but in the 19 centers surveyed, there were no courses for salesmen, truck drivers, or similarly large occupations. The unanswered question is: Would the range of offerings be any wider if labor market analyses were made? Most of the standard seven training occupations are characterized by high turnover and persistent vacancies. For some of the occupations the reason is relatively low pay; for others undesirable working conditions. In some cases, particularly in "female" occupations, it is the nature of the work force, and for some occupations it is persistent growth. Since there are two steps to the process--labor market survey and priority setting--existing courses may always get priority as long as there are "reasonable expectations." Jobs for the population served by MDTA are, by definition, likely to be few. Would placement rates improve if other occupations were emphasized? Would preparation for better jobs be more costly and limit the number served with fixed budgets? Is it better to have a rich program for less people or a lean one for more? These questions will never be answered without experimenting with labor market analyses specifically geared to the needs of MDTA. This is a Department of Labor-Employment Service problem which does not seem to be receiving much consideration at any level--federal, state, area or local.

One of the most abrasive sources of conflict between Skills Centers and local ES offices is course discontinuance. This, too, is an ES responsibility. Centers complain that courses are discontinued without sufficient justification. The ES responds that centers have a special interest in maintaining unneeded courses. If courses are discontinued, instructors must be fired and equipment must be stored. In several local Employment Service offices, officials accused instructors of promoting letters from employers to prove the need for courses the Employment Service had decided to discontinue. The implication was that these instructors were merely attempting to protect their jobs.

The ES seems to be on safer ground in course discontinuance than in initiation of new courses or continuation of existing ones. Because of the pressure exerted on ES officials who recommend discontinuance, they usually build a good case, based not only on a lack of job orders, but on employer surveys in the occupational area in question as well. Despite the modest friction resulting, it seems to us that the conflict between the ES and the training agents in this area is healthy: each agency tends to keep the other "honest."

The basic issue may have no solution. A broader choice of occupations would be desirable, if more or better placements resulted. The preparation tends to be for entry level jobs for many of which the job's unpopularity is the reason for its availability. The choice may be between preparing the MDTA population for these jobs and accepting the problems of status, pay and turnover or spending the necessary amount per enrollee to take them from where they are to the full limit of their potentialities. Yet with restricted budgets, the number of enrollees, though not necessarily the number of completions, would be reduced. Many enrollees might also not be willing to invest the time. Yet, there should be experimentation with the alternatives.

Chapter 4

THE SKILLS CENTER COUNSELOR

No component of the Skills Center program is more difficult to analyze, to classify and to prescribe for than the counseling function. Not only is there continuing debate throughout the world of education about "who is a counselor and what does he do?" but the Skills Center and manpower program is such a unique one to counseling experience that accepted definition and rules of professional practice may not be applicable.

Yet no component is more important. After extensive examinations of counseling in 19 centers and intensive ones in five centers, the evaluators concluded that counseling is the heart of the Skills Center operation. If it had not been for the presence of counselors, absentee rates would be higher and hundreds of enrollees might have been terminated for cause. Literally thousands of enrollees have received minor and major medical services, dental care, child care and legal aid through the interventions of Skills Center counselors. It might be argued whether such intercession can be legitimately called counseling. It is a fact that the functions were necessary and had they not been performed by counselors, there would have been no one else to intercede.

Because of the critical role of counseling and the variety of perceptions about it, evaluation of its role in Skills Centers was approached in two contrasting ways. The ORC basic team examined from an informed laymen's viewpoint, "who are Skills Center Counselors and what do they do?" Two professional counselors of national reputation examined more intensively the techniques of counseling in a subsample of five centers selected after the initial team visits to represent the range of approaches to Skills Center counseling. The first might be considered an evaluation of counselors, the second of counseling. This chapter contains the general observations of the basic team. The five center counseling appraisal, Description and Evaluation of Counseling at MDTA Job Skills Centers, will be submitted as a separate report.

Perception of the Skills Center Counselor

It is not difficult to pinpoint the duties and responsibilities of instructors, school nurses, and even most administrators, but what does a counselor do? Counselors themselves recognize the difficulty of defining their role. Most smile apologetically when they say that the goals of counseling are to "help the enrollee make adjustments to the training situation," or "to develop life goals." They know intuitively that the next question is: "How do you do that?" and they have no specific answer for the question.

Table 4-1

Enrollee-Counselor Ratios

Center	Ratio to Enrollment[a]	Ratio to Total Slots
All Centers	71-1	73-1
05	19-1[a]	71-1
10	38-1	45-1
15	77-1	78-1
20	25-1	NA
30	42-1	42-1
35	157-1	181-1
40	116-1	130-1
45	57-1	67-1
50	120-1	150-1
55	38-1	52-1
60	NA	NA
65	NA	NA
70	37-1	40-1
75	171-1	190-1
80	85-1	82-1
85	104-1	113-1
90	54-1	70-1
95	51-1	58-1

NA--not available

[a] Only 32 enrolled.

Enrollees may not understand the counselor's role better than others but they should know more about how they are affected. One enrollee in a group counseling session compared counselors to chaplains in the Army: "You tell them your troubles and they punch your card for you." Some enrollees complain about counseling in general, but praise their particular counselors. Others say that counselors helped them get eyeglasses, medical aid, or a reprieve from a jail sentence. Still others complain: "They don't do nothing for you." Most enrollees interviewed, however, responded that even if the counselor couldn't help them solve their immediate problems, they were sympathetic and that even sympathy helps in times of trouble.

In each of the 19 centers, counselors were asked: "If you were in my position, how would you go about evaluating a counseling operation?" In 18 out of 19 centers, this stopped the conversation cold. Most finally admitted that counseling does not lend itself to easy evaluation. One head counselor, however, answered immediately: "I'd find out what it is that they actually do and evaluate how well they do it." He went on to say that in his particular center, counselors spend most of their time performing three functions: (1) checking on attendance, (2) securing medical aid for enrollees, and (3) filling out and forwarding allowance forms. But even if this is what counselors do, it does not answer whether they should.

Counseling in a Skills Center Atmosphere

Counseling as it is carred on in Skills Centers differs markedly from counseling in a college or high school situation. The needs of the enrollees are more basic and immediate than those of most college and high school students. Counselors are also under constant pressure from instructors, administrators and the enrollees themselves. The best way of illustrating this "atmosphere" is by quoting two counselors: one who had been on the job for slightly more than six months, and the other who had been a Skills Center counselor for five years.

The Junior Counselor:

> On my first day, I reported for work at 8 o'clock in the morning. At 8:15 I was at my desk and at 8:20 the phone rang. It was the auto body instructor, and he said that he had a student that he thought was high on heroin, and would I mind talking to him. All kinds of thoughts ran through my mind, like what am I supposed to do with him, but all I said

> was send him down. The guy came floating in and sat down. I introduced myself, and he smiled. When I asked him questions, all he did was smile. I don't know whether he was high on heroin or not, but he was high on something. I ended up smiling back at him for about ten minutes and then I asked him to leave. He just smiled. What are you going to do in a case like that? Eventually, his brother came and took him home. He never came back again. List him as a dropout. Well, ever since that first day, it's been more of the same.
>
> The Senior Counselor:
>
> Every Monday morning, a new crop of enrollees comes to the center; and they bring problems with them you wouldn't believe, like teeth that hurt so bad they can't concentrate, no place to sleep that night, and--no money, no money, no money! Some of them you have to take care of--if you can--even before you fill out the information sheet. Well, you've already got about 100 enrollees in here that are hurting, so what do you do? You try to take care of the ones that are hurting the most--and you don't succeed all the time, not by any means.

The problems of Skills Center counselors are aggravated by the simple fact that, considering the problems of the enrollees, there are not very many counselors. The ratio of enrollees to counselors in 17 of the 19 centers is 73 to 1, ranging from a high of 181 to 1 to a low of 42 to 1. The ratio appears generous compared to high schools and post-secondary education institutions where 400 to 1 is more common. School counselors working under such ratios complain that they are able to find time only for those with serious multiple problems. But most Skills Center enrollees would be considered problem clients in a regular school system. Enrollee-counselor ratios this high when almost all are troubled, the counselors complain, do not leave much time for the application of sophisticated techniques. Yet the center with some of the most serious social conditions managed to do the most competent job of counseling.

Characteristics of the Skills Center Counselor

Skills Center counselors are the best paid and best educated (with the exception of top administrators) of all Skills Center staff (Table 4-2). The average salary for counselors in 17 of the 19 centers was $13,900 a year, ranging from a low of $8,500 to a high of $19,000. More than 82 percent of all counselors hold a baccalaureate degree or above, and 38.5 percent hold Masters degrees. The average counselor is about 39 years of age, and has had slightly less than 14 years of experience as a counselor, or in related work. Slightly over 50 percent of the counselors are white, 41 percent are black, and about 9 percent are Mexican-American. Sixty-five percent are men.

Counselors come from many walks of life. In one center, two counselors are ordained ministers; others have been athletic coaches, minority organization

Table 4-2

Selected Characteristics of Skills Center Counselors

Center	Sex		Aver. Age	Race			Salary	Education					Length of Service at Skills Center					Aver. Year Exper.
	Male	Female		White	Black	Spanish Amer.		12 Years	14 Years	Baccalau.	Masters	Ph.D.	Under 6 Mos.	6 Mos.-1 Year	1-3 Years	3-5 Years	5 Years+	
All	65	35	39	50.3	41	8.7	$13,900	10.3	7.7	41.0	38.5	2.6	2.3	9.1	52.3	27.3	9.1	3.6
05	100	0	35	0	100	0	17,900	NA	NA	NA	NA	NA	50.0	--	50.0	--	--	NA
10	100	0	49	67	33	0	12,500	33.3	33.3	33.3	--	--	--	--	66.7	33.3	--	8.0
15	33	67	50	67	33	0	8,600	66.7	--	33.3	--	--	--	33.3	33.3	33.3	--	2.3
20	100	0	46	50	50	0	10,100	--	--	50.0	50.0	--	--	--	100	--	--	9.0
25	50	50	27	100	0	0	14,000	--	--	50.0	50.0	--	--	--	50	50	--	3.2
30	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
35	100	0	39	100	0	0	14,100	--	--	--	100	--	--	--	100	--	--	7.0
40	100	0	59	100	--	--	12,600	--	--	--	100	--	--	--	--	--	100	3.0
45	100	0	59	--	100	--	13,300	--	--	--	100	--	--	--	100	--	--	4.0
50	67	33	39	17	83	--	11,900	--	33.3	16.7	50	--	--	50	--	50	--	1.3
55	33	67	37	33	67	--	11,400	--	--	66.7	33.3	--	--	--	100	--	--	2.0
60	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
65	75	25	39	75	25	--	17,900	--	--	100	--	--	--	--	100	--	--	NA
70	100	0	33	67	33	--	10,800	--	--	33.3	66.7	--	--	--	66.7	--	33.3	1.5
75	100	0	32	100	0	0	8,500	NA	NA	NA	NA	NA	--	--	--	--	100	4.0
80	40	35	35	100	0	0	16,600	20.0	--	20.0	60.0	--	--	--	40.0	40	20	8.4
90	50	50	38	50	50	0	13,600	--	--	50.0	50.0	--	--	--	--	100	--	NA
95	60	40	34	72	20	8.0	19,100	NA	NA	NA	NA	20.0	--	--	80	20	--	NA

NA--Not Applicable.

staffmen, teachers, truant officers, welfare workers, social workers, probation officers, and Employment Service counselors, among other fields. One counselor described his qualifications as follows: "I have been a black man since before I was born. I am an articulate black man and I empathize with people who are more hard-up than me."

Most counselors maintain that race makes little difference in counseling, although one black counselor said that in a black center there should be more than one Negro counselor. "If there is only one," he said, "the enrollees say he is the establishment's black man. If there's more than one, it looks more natural." Others say that young, white counselors make the mistake of being too lenient with black enrollees, and older Negro counselors make the mistake of being too hard on them. Young counselors, especially young, white counselors, have to avoid the temptation of going "native," that is, becoming over-identified with the enrollee, and, as a result, being played for a soft touch. Older counselors, on the other hand, must avoid proselytizing and talking in platitudes which have little meaning to today's disadvantaged youth.

Female counselors are as apt to be counseling male enrollees as females and vice-versa. There are some problems, however, that women would prefer to bring to female counselors, such as pregnancy (especially if it is out of wedlock) and other problems relating to female-male relationships. Male enrollees are as apt to open up with women as they are with men. In fact, one female counselor thought the men often made a game of trying to shock her.

Most Skills Center counselors interviewed were unwilling to specify the best academic preparation for counseling in a Skills Center. They thought psychology courses helped, as did training in group relations, but believed a person without training in these and related subjects might make a better counselor than one better trained but more academically oriented. One counselor put it this way: "Some people are just naturally good counselors. It's an intuitive field and you either have it or you don't. The art of being a good counselor is something you cannot learn in school. Some courses can help, but they can also hinder. I've seen good counselors go away to school and come back bad counselors. They became self-conscious theorists instead of intuitive counselors."

Yet no one was prepared to declare professional training useless. Another counselor said: "Everybody who is a father is a counselor in a way. So are doctors, lawyers and teachers. The 'counselor-counselor' is really a detached but interested person. He is also a worker. He must seek solutions to problems nobody else has time to fool with." Every counselor is a combination of training and experience, and no one seems prepared to recommend the mix or the academic background most conducive to success.

Goals of Counselors

In each center, counselors were asked to describe the goals of counseling in a Skills Center setting. The answers were many and varied:

". . . help enrollee become job ready."

". . . help enrollee solve personal problems."

". . . help people reach point where they can keep a job."

". . . serve as a buffer between enrollee and instructor."

". . . help enrollee adjust to training situation. . . ."

". . . help enrollee develop life goals. . . ."

". . . deal with problems that affect an enrollee's ability to learn."

These are some of the more definitive answers to the goals question. In many instances counselors did not answer directly. Instead, they described what it is that counselors actually do, namely: seek solutions to emergency problems, meet with enrollees regarding attendance, attend staff meetings regarding enrollee progress, mediate disputes between instructors and enrollees, conduct orientation sessions, administer achievement tests, and perform the necessary paperwork.

Counselors seldom mention vocational guidance as one of their goals or responsibilities. When questioned specifically, most responded by saying that the enrollee had made an occupational choice (or a choice had been made for him) before he entered the Skills Center. There was little evidence of concern for the long term career development of the enrollee. "The Skills Center," said one head counselor, "is more of a simulated work situation than a school. It is the counselor's job to help the enrollee 'make it' in his chosen trade."

When asked whether all enrollees were enrolled in the courses most suited to their aptitudes, the majority of counselors admitted frankly that they did not know, and that probably nobody knew. The problem seems to be that the range of occupational offerings is limited, and that most enrollees share similar characteristics. "It isn't as if a hundred different courses were open to numerous enrollees of varying characteristics," one counselor said. "For females, there are only two, maybe three courses to choose from. If we didn't think they fit any of the courses, what could we do? Recommend another program? What other program?"

The fact is that there are no stated goals for counseling in Skills Centers. Counselors make their own goals, generally based on the kind of work they find themselves doing at the moment. There are a few centers which have developed policies, objectives and guidelines for counselors, but in most centers, because of the small sizes of counseling staffs, such exercises would be academic. Ten of the 19 centers have two or less counselors; four of these centers have only one. Thus, if counseling goals are to be broadened, or workloads increased, there must be a corresponding increase in counseling staffs.

Preenrollment Counseling

Preenrollment counseling is the responsibility of the Employment Service and has been explored in the discussion of selection and referral in Chapter 1. At this point it may be useful to review the process an Employment Service Counselor goes through with an HRD applicant.

The ES counselor has access to the following tools: (1) a Job Bank monitor (in most areas); (2) ES job orders; (3) aptitude testing capability; (4) an application form filled out by the applicant, giving his work history, his educational background and other pertinent information; and (5) his own ability to establish a rapport with the applicant and gain an insight into his aspirations and problems.

The counselor's first attempt is to find the applicant a job. He scans the Job Bank monitor, looks through job orders, contacts job development personnel, and perhaps, calls an employer or two he may know.

If a job is not available, he checks to make certain that the applicant is eligible for whatever manpower or poverty programs may be available. Presumably, his interview with the applicant has given him some indication of the applicant's desires and his qualifications, or, more likely, lack of qualifications. Having ascertained that the applicant is eligible for a poverty program, he then checks to see what openings exist. He may then inform the applicant that there are openings at the Skills Center for Auto Body Repair and Food Service. The applicant may be indifferent until he is informed that an allowance is paid while he remains in training.

It is at this point that the problems of selection and referral occur. The applicant who may never have entertained a desire to be an auto body man or a cook, may suddenly agree to "take anything." The counselor, who may have some doubts about the applicant's qualifications for either course, may, (1) schedule him for an aptitude test; (2) talk to him about other future alternatives; or, (3) enroll him in the Skills Center.

The action the counselor takes depends on several factors: (1) his own talent and dedication, and (2) the length of time the slots have been open. If the slots have been open for a long time, the chances are there is pressure on the Employment Service to fill them, and the counselor has probably heard about it from his supervisor that very morning. If he is a talented and dedicated counselor, he may ignore the pressure and do what he thinks best, even if it means incurring the wrath of the applicant. If he is a normal human being, he may rationalize that training in a Skills Center is not going to hurt an applicant, so why not enroll him?

Once the choice has been made to enroll the applicant, it is the responsibility of the counselor to brief him on the entire Skills Center operation. The counselor's ability to do this, of course, depends on his knowledge of the Skills Center. Most local office counselors have never visited the centers and have not talked to the instructors, administrators, or counselors (except perhaps by phone). The ES counselor may know the ES on-site counselor and may have received some information from him, but for the most part, his information is either second-hand, or contained on a piece of paper.

Skills Center counselors are unanimous in their opinion that incoming enrollees are not well briefed when they arrive at the center site. "All they know," one counselor complained, "is that they are supposed to receive allowances. They have no idea of what is expected of them or of what the Skills Center is all about."

ES staff reject this criticism. Local office counselors recruit for many programs, not just Skills Centers. They do the best they can to brief enrollees on particular programs, but even if they do a poor job, ES on-site counselors brief new enrollees during the orientation period.

The ES argument has merit, but it seems incredible that counselors responsible for referring individuals to Skills Centers do not have first-hand knowledge of the program. In general, ES counselors in the 19-center sample appeared to have less preparation than the center-counselor staff. Part of a local office counselor's training should consist of field trips to the various programs, briefings by program personnel, and follow-up exchanges of information and problems. Such a relatively simple program could make a big difference in the quality of ES selection and referral activities, and create greater cooperation between the training agent and the Employment Service.

Time Allotment

In each of the 19 centers, counselors were asked the following questions:

-- When do you first meet with a new enrollee?

-- Do you meet with him individually or in a group session?

-- After the first meeting, do you have regularly scheduled meetings with all enrollees?

-- Do all enrollees attend group sessions?

The attempt was to ascertain whether specific time is allotted for counseling in a Skills Center program. The answer is that in all but one center, counseling is not a regularly scheduled activity. Counselors meet with all enrollees, both in individual and group sessions, sometime during the enrollee's first week at the center, usually within the first three days. After the first meeting, counselors are "available," but no counseling sessions are scheduled on a regular basis. Many enrollees see their counselors only twice during their stay at the center--during the first week and just prior to their completion.

Only one center has what might be termed a structured counseling program. This center, which has a staff of six counselors, allots time for group counseling sessions, has counselors keep office hours, and assigns specific caseloads to each of its counselors. Counselors are responsible for keeping attendance, disciplining enrollees, and terminating enrollees for cause. Even though several of the counselors disagreed with this assignment, this center has the best articulated and constructed counseling program of all the 19 centers.

It would be impossible, however, for most other centers to duplicate this program; they just do not have the staff. Counselors report that approximately 50 percent of their time is spent in crisis counseling and participation in conferences to assess student progress. Where only one or two counselors are available, there is time to treat only emergency and problem cases.

Nevertheless, in almost every center, counselors make an attempt to see all enrollees, if only on an informal basis. Counselors visit classes, attend enrollee gatherings, and "walk the halls." In one center, the head counselor volunteered to serve as "Hall Monitor" so that he would have a chance to make contact with enrollees.

Counselor Functions

"I am a combination social worker, disciplinarian and psychiatrist-priest--in that order."

This is the way one counselor described his position, and it seems to be an apt description. Among the functions performed, acquiring supportive services for enrollees, keeping attendance and performing other disciplinary chores, and counseling enrollees who are in trouble with instructors or who have severe personal problems are considered the most important. Nevertheless, paper work and attending staff meetings may involve more time.

Supportive Services

One of the guidelines for the designation of a Skills Center is that supportive services (such as medical aid, dental care, legal aid, child care, transportation, and similar services) be available to all enrollees. Since there is no budget for the provision of these services, they must be "promoted," or as the enrollees would say, "hustled." The designated "hustlers" of supportive services in all Skills Centers are the counselors. In two centers, social workers help counselors fulfill this responsibility, and, in one center, three social worker aides are the lone counselor's sole support. In four centers, school nurses help in providing minor medical care and promoting major medical care.

The acquisition of supportive services is both a source of satisfaction and frustration to counselors. Eyeglasses, free dental care, physical examinations, remedial medical treatment (both major and minor), psychiatric help, and help with drug and alcoholic problems have been provided to enrollees through the "hard hustling" of counselors, yet it is estimated that less than 50 percent of the need is met in the general medical field. Illness is one of the major causes of dropouts, not just illness of enrollees, but family illness as well.

Counselors estimate that despite their best efforts, less than 30 percent of the need for child care is met, which probably accounts for "care of family" being another major reason for dropouts, especially among female enrollees.

Every center has problems with alcoholism and drug abuse, some more than others, but even if only a small percentage of the total enrollment of a center is involved, problem drinkers and possible addicts take up a disproportionate amount of a counselor's time. As one counselor put it: "It takes time to discover whether or not a person is an alcoholic or drug addict. They just don't come out and tell you, and it's not as obvious as it might seem. If you do discover that you've got an alcoholic or addict on your hands, you just can't throw him out on the street. You have to try to find him help, or convince him to find help. And it's harder to find help for a drug addict or an alcoholic than for almost any other medical problem."

One center reported calling regularly on 20 agencies for supportive services, ranging from Alcoholics Anonymous through the School Lunch Program to Planned Parenthood. Some counselors have become experts in promoting free services from private doctors and dentists. Others concentrate on either providing legal aid, or counseling enrollees on legal problems. Still others are unofficially designated as "Community Relations Specialists," which means "hustler of free services."

Vocational rehabilitation agencies provide help in some centers; in others, counselors have discontinued referring enrollees for lack of response. In at least one center, however, the state vocational rehabilitation agency has relieved counselors of the entire medical problem. All disadvantaged enrollees are enrolled as vocational rehabilitation clients. This means that their medical and dental needs are taken care of, not only while they are at the center, but after they leave as well. In another center, a vocational rehabilitation counselor spends part of his time at the center. He has regularly scheduled meetings with enrollees in need of help and is able to direct some resources into the program.

The problem of providing supportive services to MDTA enrollees is one of the most difficult problems Skills Centers face. It takes up a greater portion of the counselor's time than any other activity, and despite heroic efforts by counselors, the need is not met. Skills Center administrators are very much aware that the Concentrated Employment Program and other manpower programs are budgeted for supportive services. They are also aware that the funds used for supportive services in other programs often come out of MDTA budgets. They wonder why funds cannot be used for similar purposes by Skills Centers. It is a fair question that deserves an answer.

The Counselor as Disciplinarian

Skills Center counselors throughout the country disagree on the appropriateness of their role as center disciplinarians; some believe it is appropriate, others do not. Regardless of how they feel, however, in most Skills Centers discipline is the counselor's responsibility. The intensity of their disciplinarian role varies from a virtual "truant officer-counselor" in one center to discipline tempered by enrollee advocacy in most centers.

The major disciplinary chore performed by counselors is the keeping of attendance records. This, of course, leads to "docking" enrollees for unauthorized absences or excessive tardiness. It is in this area that the enrollee-counselor relationship is most sensitive. Counselors themselves have strong pro and anti feelings about their role as "attendance officers."

Those who are against the assignment of any disciplinarian functions to counselors maintain that as an "enrollee advocate," the counselor cannot at the same time be a "law enforcement officer." They argue that an enrollee is not likely to seek advice from a counselor who the day before caused him to be docked a day's pay. "Would you ask a policeman for advice about a personal problem?" one counselor asked. When asked who the center disciplinarian should be, the answers vary, but the consensus is "anybody but the counselor."

These counselors make it very clear that they are not arguing for a permissive approach to counseling. They believe strongly that a counselor can be more objective, even more stern, with enrollees if they are not saddled with the responsibility of discipline. "It's one thing to disagree with an enrollee," a counselor remarked, "it's something else to say 'do it my way or I'll punish you'."

In general, the anti-discipline counselors believe that the counselor should be the enrollee's man within the center administration. If the counselor is a disciplinarian, this is impossible. Rather than enforce the rules, counselors should be able to "bend the rules" in favor of deserving enrollees.

It is somewhat surprising that many counselors disagree with this position. They argue that counselors are the most appropriate disciplinarians because they are enrollee advocates. Instructors are more concerned with the success of their classes than with individual enrollees, and the chief concern of administrators is the overall record of the center. If instructors and administrators have the last word about discipline, regardless how strong a counselor may advocate, it is unlikely that the enrollee's position will be given sufficient consideration. "Instructors always think they're being given the dregs of civilization," a counselor remarked. "If they had their way, half the center would be terminated for cause." Some counselors are vehement about maintaining their right to discipline or not to discipline enrollees. "I don't want any administrator or instructor fooling with my enrollees," a counselor said. "They like to justify excessive action on the grounds that this is a work situation. Well, it may be like a work situation, but it's still a school and these enrollees have hang-ups that deserve consideration.

It is interesting to note that both the pro and anti-discipline counselors argue from the point of view of enrollee advocate. The anti's argue that disciplinarian-type chores vitiate their role as the enrollee's friend within management; the pro's maintain that if discipline is turned over to instructors and administrators, there will be a lack of consideration for the problems and concerns of the enrollees.

It should be noted here than when serious actions are contemplated against an enrollee, e.g., termination for cause, the decision is made only after a meeting between the director (or his representative), the instructor and both the ES and center counselors. In such cases, a consensus is sought, but if this proves to be impossible, the decision rests with the center director.

However, the more routine disciplinary problems are the most time-consuming, especially the keeping of attendance records. Some centers appoint one person to serve as "attendance officer." The attendance officer may be listed as a "counselor" on the table of organization, but in actual fact, does little counseling. One center recently shifted responsibility for attendance from instructors to counselors. The reason: instructors administered the rules inconsistently.

In one center, where the Employment Service does all the counseling, instructors keep attendance. In all centers, Employment Service counselors refuse to be disciplinarians. This is a source of friction between school counselors and the Employment Service. The centers argue that since the ES is responsible for paying allowances, they should also accept the responsibility of docking enrollees for absenteeism and tardiness.

This argument does not stand up under scrutiny. It is the center which creates the rules; it should be the center that enforces them. Whether the enforcer should be a counselor or somebody else is an entirely different question. In the one center where the entire counseling operation is the responsibility of the Employment Service, there might be some justification for turning over the attendance responsibility to Employment Service counselors, but only if it is agreed that counselors should perform this function.

It is difficult to choose between the arguments of the pro- and anti-discipline counselors. From the point of view of administrators, instructors and some counselors, the system is working well in most centers. On the other hand, most administrators and instructors do not understand the counseling function. Many believe that counselors would not have anything to do if they were not assigned specific responsibilities. For counselors who really want to "counsel," this attitude can be an irritant.

Those counselors who believe that discipline is an integral part of counseling and that it would be against the enrollee's best interest to relinquish the disciplinary function to either administrators or instructors, have powerful arguments on their side. Having a built-in preference for orderly and quality training, administrators and instructors may tend to neglect the welfare of problem enrollees.

Other Functions

Approximately two days a week of the average counselor's time is devoted to paper work and attendance at staff meetings, both of which most counselors believe are necessary. The paper work includes the filling out of enrollee forms, records of counseling sessions, referrals to other agencies for supportive services, transfers of enrollees from one course to another, and the inevitable attendance records. The staff meetings generally pertain to problem enrollees or enrollees who are scheduled for completion.

On "input days" or days when new enrollees arrive on site for the first time, counselors greet enrollees, conduct orientation sessions, administer achievement tests, and attempt to solve emergency problems.

Actual counseling sessions are generally limited to enrollees who have severe personal problems, or to enrollees who have been referred to their counselors by instructors. The following letter is typical of the kinds of communications counselors receive from instructors:

> "Dear Miss__________,
>
> Could you please talk to __________. She may have a personal problem. She does not participate in the class assignments and gets obstinate when I talk to her.
>
> Thanks."

Communications from instructors, enrollees with poor progress reports, or enrollees who "walk in" with problems that demand immediate attention are given priority attention by most counselors.

Relationship to the Instructional Program

In all but one of the 19 centers, counselors receive progress reports on enrollees once every four to six weeks. In addition, in most centers, formal meetings between instructors and counselors are conducted on a periodic basis. Counselors are generally free to walk into classes at any time, and most counselors make it a practice to "make the rounds." Generally speaking, the relationship between instructors and counselors is good, although the inevitable griping is heard from both sides. Instructors complain that counselors are not tough enough ("it's a hard world out there"), and counselors comment that instructors are excellent advisors to the easy-to-teach enrollee, but withdraw if an enrollee exhibits a hint of hostility or even indifference.

In only one center was there outward hostility between the instructional and counseling staffs, and this was primarily because each was under the supervision of a different agency, the school and the Employment Service. This center suffered generally from an authority vacuum; the center's lack of authority over the counseling staff only aggravated the situation.

Employment Service Counseling

Employment Service counselors are on-site on a full-time basis in 13 of the 19 centers, and on a part-time basis in four centers. Only two centers do not utilize ES counselors on-site. This section is not concerned with other ES activities, such as job development, follow-up, and preparation of MT-1's; these subjects are covered in other chapters. Here we are concerned solely with ES on-site counseling.

Center and ES counselors were asked to differentiate between the purposes of ES and center counseling. The question was inapplicable in the one center where the ES had the sole responsibility for counseling. Even in this center, however, administrators expressed strong opinions about what should be the responsibilities of the two agencies.

Theoretically, the Employment Service is supposed to supply "employment counseling;" the centers "personal counseling." The ES claims that its counselors are labor market experts. ES counseling, therefore, is, or should be, directed toward advising enrollees on labor market conditions, what they must do (or not do) to obtain and keep a job in their particular trades, and other matters relating to employment. Personal counseling, on the other hand, is directed toward helping enrollees recognize and solve personal problems and adjust to the training situation.

This distinction may look good on paper, but it does not work out in actual practice. It is impossible to perform "employment" counseling without taking into account the personal problems of the enrollee, and it is equally impossible to perform "personal" counseling without taking into account the realities of the labor market. As a result, both ES and center counselors end up doing the same thing.

In addition, most ES counselors are not labor market experts: they are counselors. In fact, most Employment Service counselors are "expediters." In nine centers which have ES counselors on-site, their main function is to track down missing allowance checks, or make corrections on enrollee forms which may be causing mistakes in the amount of enrollee allowances. They also serve as liaison officers between the Skills Center staff and the local office, and perform other paper work. They are counselors in name only.

There is general agreement at all centers that most instructors know more about the labor market than either administrators or counselors, regardless of whether they work for the Employment Service or the Skills Center. The vast majority of Skills Center instructors have had years of experience in the skills they are teaching. They know what employers demand of their workers, and what they are prepared to offer employees. They generally have excellent contacts within the various industries, and include as part of their overall approach to teaching, tips on how to get and keep a job. Counselors, whether they be employed by the ES or the center, cannot match this expertise.

The fact is that in 15 of the 16 centers where both center and ES counselors work on-site, the distinction between personal and employment counseling is ignored. Only one Area Employment Service office has insisted on the distinction, and, to back up its position, has promulgated an agreement with the Skills Center administration assigning specific functions to ES and center counselors. ES supervisors sought the agreement because they believed that ES counselors were being used as "rubber stamps," and that their expertise as labor market experts was being ignored. The ES counselors themselves, however, indicated that the agreement merely formalized existing procedures, and that there is little real difference between their work and that of center counselors.

In direct contrast to this situation, the East Los Angeles Center entered into an agreement with the Employment Service which formally eliminated all distinctions between ES and center counseling. All counselors at this center, whether Employment Service or center employees, work under one supervisor and perform exactly the same functions. As a result of this action, counseling caseloads have been cut in half,and, according to center officials, the attempt by many enrollees to play one counselor against the other, a common occurrence under the old system, has been eliminated.

The latter action makes sense. It is a refreshing departure from bureaucratic "empire building" and is based on what is actually happening in the real world. It has resulted in benefits, not only to the two agencies but, even more important, to the enrollees. The need for additional counselors is obvious. It makes little difference whether counselors are supplied out of Skills Center or Employment Service funds since both come from the same MDTA source. What is important is that there be an adequate number of counselors to serve the enrollees.

This agreement would not work, of course, if the two agencies involved insisted on supervising their particular employees. It is to the credit of both the Employment Service and the local schools in Los Angeles that such bureaucratic considerations have been put aside. The agreement stipulates that the counseling operation will be under the supervision of the Skills Center director. The supervisor of the counselors, however, is from the Employment Service.

In one center, the Employment Service performs all counseling. This center employs two counselors for "vocational guidance" purposes, but personal and employment counseling is performed by the ES. The center's vocational guidance staff has no formal connection with the Employment Service operation. Although there are more counselors available in this center than in any of the others, and, as a result, it has the lowest enrollee-counselor ratio of any of the centers (less than 40 to 1), the counseling operation is nevertheless in trouble. The major reason is that the Skills Center director does not have supervisory control over one of the center's most vital functions. As a result, the whole counseling operation is "written off" by center staff as something outside their control. This attitude is communicated to enrollees who, in turn, look upon the counseling operation as "Mickey Mouse."

ES supervisors and counselors try to overcome the agency gap, but too many bureaucratic regulations stand in the way. This is the only one of the 19 centers where real antipathy exists among instructors, administrators and enrollees, and the counselors. It is unfortunate because the staff itself has great potential. It is quite common in this center to hear an enrollee criticize counseling, but praise his counselor. It is equally common to hear center administrators praise the counseling supervisor and the Director of the Center's ES operation, but condemn the Employment Service. The problem is one of restrictive regulations and bureaucratic prerogatives rather than personalities.

In four other centers, ES and center counselors work together, oblivious of distinctions, but without any kind of formal agreement between their agencies.

Summary

The role of the counselor in a Skills Center differs from counseling in most other institutions. The emergency needs of enrollees take priority over all other counseling functions, and the pressure placed on counselors by administrators, instructors and enrollees creates an atmosphere of constant urgency. The enrollee-counselor ratio of 73 to 1 aggravates this situation, given the multiple problems of the enrollees.

Skills Center counselors are the best paid and educated of all non-administrative staff. Their average age is 39, and 65 percent of all counselors are men. Fifty percent are white, 41 percent black, and about 9 percent Mexican-American.

In most cases the goals of Skills Center counseling operations have not been well articulated, nor does there seem to be much thought given to the purpose of counseling. Counselors generally create their own goals, based on whatever they may be doing at the moment. Most administrators do not understand counseling, and tend to assign "leftover" duties to counseling staffs.

ES local office counselors do not have first-hand knowledge of the Skills Centers, have not met Skills Center staff, and in most cases, have not visited the centers. Their briefing to new enrollees, therefore, is generally inadequate.

A special report on counseling in five centers accompanies this report. It was written by two nationally recognized university counselor-trainers and counseling teachers, both with unusually wide experience with the counseling of disadvantaged, out-of-school groups. Their conclusions differ in some respects from those of the ORC Basic Team recorded here, the divergences probably reflecting differences in orientation. The following conclusions emerge from the Basic Team's observation of:

- -- Time Allotment: In all but one center counseling is not a regularly scheduled activity. Without additional counselors, most centers could not schedule counseling periods for all enrollees.
- -- Counselor Functions: Counselors spend most of their time performing the following functions:
    - -- Acquiring supportive services for enrollees
    - -- Keeping attendance and performing other disciplinary chores
    - -- Counseling enrollees who are in trouble with instructors, or who have severe personal problems.
- -- Supportive Services: Despite heroic efforts, counselors are not able to meet the demand for medical services, child care, alcohol and drug abuse aid, and other supportive services. Appropriations for supportive services should be allowed for Skills Centers as they are for CEP and other manpower programs.
- -- The Counselor as Disciplinarian: Enrollee discipline is a major responsibility of Skills Center counselors. Some counselors believe that they should be relieved of all disciplinarian-type functions; others believe the opposite. Both argue from the point of view of enrollee advocate. The anti's believe that they cannot be enrollee advocates and disciplinarians at the same time. The pro's believe it would not be in the best interests of enrollees if administrators and/or instructors were in charge of discipline. This is because counselors fear that administrators and instructors, having a built-in preference for orderly and quality training, might tend to neglect the welfare of problem enrollees. There are strong arguments on both sides and the choice is probably best left to determination between counselors and directors at each center, as long as they are fully aware of the issues and the pros and cons.

-- Relationship to Instructional Program: In most centers, the relationship between instructors and counselors is good. Counselors receive periodic reports from instructors, meet with instructors and other staff on a regular basis, and have free access to classrooms.

-- Employment Service versus Skills Center Counselors: The distinction between "employment counseling" (ES) and "personal counseling" (Skills Center) seems to be artificial and is ignored by most centers and ES counseling staffs. In one center where the two counseling functions have been combined, caseloads have been cut in half. Similar action should be considered for all centers.

Chapter 5

SKILLS CENTER ADMINISTRATION

One of the criteria for the establishment and operation of a Skills Center is that it "must have a separately identifiable administrative entity to insure that the standards and priorities of the MDTA program are maintained."[1] This means that local Skills Center management "must have a great deal of independence to insure operational flexibility" and that Skills Center management "must not be subject to regular education and employment service, local office administrative organization and regulations which conflict with the implementation of the MDTA program."[2] While this may sound like an emancipation proclamation for the local Skills Center Director, the reality of the situation is that he must function within a maze of legislative and administrative regulations, directives, and guidelines which emanate from two sometimes conflicting sources at the federal, regional, state and local levels.

The Skills Center has no direct control over whom is to be trained or in what occupations training is to be offered. Nevertheless, the Skills Center Director and those who serve under him must manipulate those factors over which they do have control in such a way as to fulfill the intent of the Skills Center concept, that is, to provide institutional training and other services geared specifically to the needs of the disadvantaged.

Since this report is based on information gathered primarily at the local level, it will focus on local Skills Center administration and management and will attempt to describe problems pertaining to Skills Center administration which are of concern to local administrators and managers. In so doing, problems will be identified which, although outside the control of the local MDTA administrators, are nevertheless within the control of the MDTA administration. This will be followed by a detailed analysis of how Skills Centers are coping with those factors which are within their control.

Major Concerns of Skills Center Administrators

Interviews were conducted with 51 Skills Center administrators and managers in 19 centers. Among the questions asked are the following:

-- What items make your job most difficult?

---

[1] Guidelines for the Planning and Development of Skills Centers, U.S. Department of Labor Manpower Administration, Department of Health, Education and Welfare, Office of Education, June 1970.

[2] Ibid.

-- What do you like about the Skills Center operation?

-- Given your "druthers," what administrative changes would you make to improve the effectiveness of the overall Skills Center program?

-- If you were evaluating the Skills Center program, what sorts of items or areas would you be interested in investigating?

-- When you have interstaff relationship problems or morale problems, what are their nature and causes?

Administrative Problems

Of 505 responses to these six questions, 321, or 64 percent, involved concerns which were outside the direct control of local administrators, yet generally within the control of the overall MDTA program.

Funding and budgeting procedures, not lack of funds, accounted for 19 percent of the responses and included such items as: rigid line item budgets, constant budget revisions, fragmentation and lack of continuity in funding, lack of job security, constant enrollment fluctuations, buy-in procedure and rates, lack of real annualization, difficulty in determining cost-benefit relationships, and inability to perform advanced planning.

Over 7 percent were concerned with the physical plant and included the condition of the facility, procedures and restrictions involved in facility rehabilitation or purchase of equipment, and an apparent unwillingness on the part of State and Federal MDT officials to create a first class program and facility.

One out of eight responses concerned local school system regulations and included such factors as: restrictive regulations, red tape in purchasing, poor or unfair fringe benefits, and lack of control over selection of Skills Center staff. State and regional MDTA units (mostly state) were identified as the source of aggravation 34 times, generally with regard to funding, budgeting, equipment, facilities and rehabilitation.

General, non-specific concerns such as red tape, reports and paperwork, lack of flexibility and opportunity to innovate, and lack of independence and autonomy were cited only 33 times out of the 505 responses.

Common among the remaining complaints and concerns were:

-- Salaries, fringe benefits, vacation, job security, relative job status;

-- Enrollee selection, counseling, job development and placement;

-- Progress and attitude of enrollees;

-- Length of training--both hours per day and weeks per course;

-- The relevance and variety of occupational training;

-- Involvement and behavior of enrollees.

What Skills Centers Administrators Would Change

If by some mystical process, the 51 administrators interviewed were to become, overnight, the "Board of Directors" of the Skills Center program and had sole control over its future, they would put into practice the policies which follow.

Funding and budgeting: Once having designated an institution as a Skills Center, a commitment would be made to fund the center at a minimum enrollment level for a number of years into the future, contingent only on national appropriations and adherence to necessary guidelines, regulations and directives. A reasonable level of base funding would be provided to maintain the facility, the administrative staff, and a skeletal staff of counselors, basic education and key vocational instructors. Information concerning average enrollment, courses to be offered and amount of funds available would be provided with adequate lead time for planning and the preparation of a realistic program and budget. Contracts would be signed for the same 12 month period each year with sufficient lead time to order equipment and supplies, and to recruit, hire, and provide pre-service training to new instructors.

Final budgets would be considered initial estimates of costs. Rigid line-item regulations would be eliminated and centers would be given the authority to increase or decrease any line item amount by 10 or 15 percent as long as it did not increase the total. Contract modifications (whether or not they involve line item shifts, deobligations, add-ons, buy-ins, emergency expenditures, etc.) would be accomplished by means of a simple contract letter from the state to the center, thus eliminating major budget revisions every time shifts are made in line-item budgets.

Equipment and supplies: The tendencies of state and regional staff to second guess, via the blue pencil, center vocational instructors regarding the quantity, quality and type of equipment, supplies, materials and textbooks, would be kept to a minimum. A few extra hand tools and textbooks would be allowed for each class in case of damage or honest loss. After an equipment list had been approved, the center would not have to seek further state and regional clearance before purchasing individual items.

On-site autonomy of centers: The first priority of federal, regional and state MDTA staff would be to insure the flexibility, independence and freedom of the on-site center administration. Illogical off-site administrative controls, regulations and restrictions would be eliminated. "Nominal" Skills Center Directors who are located on-site, but lack the authority to carry out their responsibilities, would likewise be eliminated.

Facilities: Since it is often necessary to locate Skills Centers in "white elephants," such as surplus warehouses, antiquated factories, old car dealerships and discarded public schools, funds would be allotted for occasional paint and renovations. In addition, procedures would be established to allow for prompt emergency repairs, such as boiler and heating system breakdowns, flooding and major plumbing problems, elevators and power distribution shutdowns, leaking roofs, structural failures and pest control.

Staff compensation: Salary schedules, student contact time, preparation time, vacation leave and fringe benefits would be brought into alignment with local practices in similar teaching situations, with major consideration given for the lack of security inherent in the MDTA program and the required increase in student contact time.

Recruitment, selection, assignment, job development and placement: Skills Centers would participate locally in the development of procedures for, and operation of, recruitment, selection, assignment, job development,and placement, to insure that:

-- Sufficient referrals are made to maintain enrollment at or close to capacity, with an orderly input.

-- Selection and referral is made of enrollees who can and want to benefit from the types of programs that are offered.

-- An individual job search and placement effort is made for each completer, involving the enrollee and center staff, with follow-up information fed back to the vocational instructor.

If these goals could not be met by the local employment service, procedures would be developed whereby these functions and the funds available for them could be transferred to the Skills Center.

Cooperative training: Procedures would be developed and obstacles overcome that would allow for the placing of enrollees in both public and private cooperative, on-the-job training situations during a portion of their enrollment. Rather than the approach followed in MDTA-coupled institutional-OJT projects in which the enrollee spends a few weeks in school and then separates for the OJT phase, the two components would be simultaneous and under the direction of the center.

Other: Work tools would be provided for completers, enrollees would be paid at the center, teachers would be required to teach no more than 6 hours a day, and the variety of occupational offerings would be increased. Extended time for training would be provided when necessary, more upgrading programs would be provided, pre-vocational training or occupational sampling would be required prior to final assignment to an occupational area, and centers would be allowed to create an industrial-commercial environment where profits could be sought for the provision of goods and services.

These are the most common concerns and "if only's" of 51 dedicated Skills Center administrators who carry out the day-to-day operation of the program. The majority seem reasonable, well thought out, and worthy of high level consideration.

Philosophy of Approach

This evaluation has not been limited to an analysis of Skills Center administration. An attempt also has been made to identify what might be termed the entrepreneurial visions or philosophies underlying specific programs, and to measure the extent to which they have been put into effect, adhered to, and have affected the success or failure of the various centers. The utilization of generally accepted administrative methods and tools, and the adherence to various legislative and administrative mandates, guidelines, and regulations is purely a mechanical process. It is possible for a center without an underlying philosophy or vision to perform this process well. Such a performance, however, is analagous to a technically correct symphonic performance which lacks integration, inspiration and vision.

All centers generally conform to the rules and regulations of the MDTA program, despite specific shortcomings in some centers. There is much greater variance in the use of administrative methods and tools. The widest variation occurs in philosophical approach, ranging from a complete absence of a philosophy to well articulated Skills Center models. The latter is primarily a function of the center director but is strongly affected by the relative freedom allowed him by his immediate supervisors, and the supervisory structure imposed upon him. Potentially strong directors operating in tight administrative structures which delegate little authority, tend not to develop overall operating principles and objectives, while directors who have been delegated real authority tend to develop visions of the ideal from which they draw their guiding operating principles and approaches. This correlation is not universal, of course, but it is sufficiently prevalent to justify the generality.

The strongest correlation between administrative excellence and management techniques is in those centers which have well articulated and understood management philosophies. The centers which consistently rank in the upper two-fifths in attendance, completions, placements, etc., are those which are successful in carrying out specific goals and objectives, based on an underlying philosophy of what a Skills Center should be. Consistently weak centers, on the other hand, are noticeably lacking in vision of what they want to be.

At its best, a guiding philosophy will permeate every facet of center operation and reveal itself in interviews with staff and enrollees, policy and procedural manuals, personnel and fiscal practices, facilities, rules and regulations, and enrollee involvement and attitude. In one Mid-Western center, for example, this guiding principle is merely that enrollees are full-fledged adults who need not only skill training, but an increase in self-esteem if they are to have life experiences as rich as any other group of adults. It is the center's responsibility to meet their needs, and nothing short of a commitment to excellence is acceptable. By every quantitative and qualitative measurement, this center's performance is among the best, and in many areas, is the best.

Allocation of Staff Resources

Since close to 75 percent of the total dollar resource available at the center level for the operation of programs is translated immediately into staff, it is important to analyze how staff resources are allocated. The following information is based on staff allocations in 18 centers and is adjusted to full-time equivalents.

For the 18 centers, 695 full-time equivalent staff administered a program with a capacity for 3823 slots, of which 3691 were filled at the time of the ORC visit. The ratio of enrollees to staff was five to one (Table 5-1). Two-thirds of the staff were in direct contact with the enrollees--instructors, counselors, teacher aides, social workers, school nurses, etc.--with one-third in non-contact jobs--managerial, clerical, maintenance, etc.

Of more interest is the degree of variation in the deployment of staff among the 18 centers. Table 5-2 demonstrates the incredibly wide range of staff allocations the 18 center managements would utilize in staffing an average center, if they maintained their current staffing patterns. Column 1 describes a hypothetical average center with 237 available slots and an enrollment of 212. Columns 2 and 3 show the low and high range of staff deployment as it actually exists in one or more centers, but adjusted to a 237 slot capacity.

A perusal of the range of the various staffing ratios indicates that the standard deviations, like the ranges, are quite large. This means that the majority of centers is not clustered around the average; on the contrary, total staff and staff deployment ratios cover a wide spectrum. In this sense, there is no "typical" center.

The number of staff and deployment of staff resources appears to be completely arbitrary and unrelated to performance. It is difficult to fix upon an optimum enrollee to contact staff ratio, but where non-contact staff exceeds 30 percent of the total, administrative overhead may be excessive. However, with respect to contact staff, there is no evidence that centers with lean staffing ratios necessarily perform less effectively than those with larger ratios. They are not necessarily larger in total enrollment nor do they reflect a particular type of sponsor. Furthermore, 15 of the 18 centers, ranging in size from 120 to 340 slots, show no correlation between size and non-contact staff to enrollee ratios, although the three remaining largest centers (400 to 600) tend toward slightly lower non-contact staff to enrollee ratios, an indication of higher staff efficiency. If there is an optimum center size, therefore, with respect to non-contact staff efficiency, it exists well above the 400 level. The argument often offered by public school officials, that local school systems can operate Skills Centers more economically and more efficiently because they are able to utilize existing personnel departments,

Table 5-1

Allocation of Staff Resources--18 Centers

Staff Type	Total Number	Percentage	Enrollees Per Staff
TOTAL Staff	695	100.0	5-1
All Contact	468	67.4	8-1
Counselors	52	7.5	71-1
Basic Education Instructors	70	10.1	53-1
Vocational Education Instructors	297	42.7	12-1
Other Contact	50	7.1	74-1
All Non-Contact	227	32.6	16-1
Administrators	51	7.4	72-1
Clerical	88	12.6	42-1
Other Non-Contact	88	12.6	42-1

Note: Column 1, "Staff Type," breaks down Skills Center staff by "Contact" and "Non-Contact," and by sub-categories within each category. Contact staff means those persons who provide services directly to enrollees. Non-contact means those who provide indirect services, such as administrative, maintenance and clerical.

Column 2 presents the total number of staff currently utilized in 18 centers, and the total number in each category and sub-category.

Column 3 presents the percentages of all staff who are "Contact" and "Non-Contact," and the percentages of staff in each of the sub-categories.

Column 4 presents the number of enrollees per staff member, and per each type of staff listed. These figures (rounded out) are arrived at by dividing the total number of enrollees by total staff, and by the total number of staff in each category and sub-category. It should be noted that the ratios of each sub-category are bound to be much larger than the categorical and overall ratios. For example, a Skills Center with 100 enrollees and 10 staff members would have an overall enrollee to staff ratio of 10-1. If two of the staff members were administrators, the ratio of enrollees to administrators would be 50-1; 4 were instructors, the enrollee/instructor ratio would be 25-1; and 4 were counselors, the counselor/enrollee ratio would be 25-1. Yet, the overall ratio of enrollees to staff would remain 10-1.

Table 5-2

Staff Allocation
Average, High and Low Extremes

Staff Type	Average Number of Staff	Low Range Number of Staff	High Range Number of Staff
All Staff	43.1	24.6	86.2
All Contact Staff	29.0	17.4	64.8
Counselors	3.2	1.2	5.9
Basic Education Instructors	4.3	1.6	9.9
Vocational Education Instructors	18.4	8.6	23.5
Other Contact	3.0	0.4	14.8
All Non-Contact	14.1	6.8	21.3
Administrators	3.2	1.4	5.8
Clerical	5.4	2.5	8.9
Other Non-Contact	5.4	1.7	10.3

Note: Column 1 displays the manner in which an average center with 212 enrollees would be staffed if the average staffing ratios of the 18 centers were utilized.

Columns 2 and 3 display the lowest and highest extremes encountered in each of the 18 centers for each staff category and sub-category, adjusted for an enrollment of 212.

The figures in Column 1 can be added to arrive at either the total staff for the average center, or the total staff within each category. The figures in Columns 2 and 3 cannot be added, however, because they represent the extremes found, not at any one center, but at various centers with the 18-center sample.

fiscal and accounting departments, purchasing departments, building maintenance departments and other administrative structures to reduce the non-contact staff overhead, is not supported by the facts.

Moving from the concept to the actuality of the Skills Centers, their small enrollments (212 average) was a surprise. Most had the physical capacity for a much larger enrollment and, in fact, had enjoyed larger enrollments. There is evidence of inefficient use of non-contact staff, probably due to small enrollments as well as to constant fluctuations. It is doubtful that this general inefficiency in the allocation of staff resources will be eliminated prior to accomplishing the following:

- -- The elimination of erratic funding levels and procedures which create constant gyrations in enrollment while non-contact "overhead" staff continues on a fairly level basis.
- -- The generation and distribution of staffing, performance and cost data for all Skills Centers so that individual centers can compare their operation with others.
- -- The establishment of a realistic cost-benefit approach to program performance.

Administrative and Management Devices

There is a variety of administrative tools, practices, methods, and techniques which are generally used to varying degrees by managements operating programs involving substantial funds. While it is unlikely that the use of such instruments by itself will insure good management, their absence is usually an indication of poor management. For example, the absence or inadequacy of a staff discipline and grievance procedure, by itself, may not suggest problems with a small staff. However, this lack coupled with poor staff fringe benefits, absence of in-service training, poor staff recruitment procedures, the non-existence of job descriptions and personnel policies, and lack of a system for staff evaluation, indicates careless personnel management and suggests the possibility of other managerial deficiencies.

This evaluation sought to inventory some of the more common instruments to determine their condition and to analyze how their use and quality affect the operation of Skills Centers. Since the essential process in most educational settings is the interaction between contact staff and students or enrollees, the impact of most administrative tools and actions must be judged on the effect they may have on the morale and functioning of contact staff, a fact too often ignored by educational administrators. Skills Center management seems to perform better than traditional vocational educational administrations in this area. Many instructors identify the "freedom to innovate" and the improved teaching atmosphere as the major reasons they prefer the Skills Center setting over the traditional teaching system.

It is important to realize that center directors receive little or no technical assistance in management and administration (with the possible exception of property control), unless the meaning of technical assistance is stretched to include being told what to do and what not to do. Considering this, together with the fact that most directors have not become administrators by virtue of formal education, many centers are remarkably well administered.

Organization and Management Devices, Procedures and Systems

This section covers the following areas: organization charts, policy manuals, procedural manuals, mission statements, management information systems, and planning and budgeting. It is primarily in these areas that strong management systems are separated from the weak.

The organization chart: The organization chart is merely a descriptive device to display allocation to staff by function, and authority lines. In centers where the organizational structure is clear and relatively simple, staffs tend to be secure in their positions, knowledgeable of their functions in relationship to overall missions, and tend to have few problems regarding chains of command or position status. On the other hand, where organization charts are non-existent or structures are overly complex, staffs tend to be insecure, lack knowledge about lines of authority, and in general, exhibit signs of organizational paranoia.

The condition of organization charts in the 19 centers is as follows:

Number of Centers	Condition
7	Non-existent
3	"Written and forgotten"
1	Highly informal
2	Unknown to majority of staff
3	Informal, but known to majority of staff
4	Developed and/or imposed by parent organization (i.e. school system)
4	Formal, written and well-known
1	Written, distributed and utilized by all staff

Rated on a quality scale of 1 to 5, with 1 as weak, 3 as average and 5 as strong, the average for the 19 centers is 2.3, with a range of 1 to 4. Organizational structure causes or reflects serious management problems in three centers. The management difficulties involve chains of command and delegation of authority within the centers and between the on-side administrators and the local parent organization.

The policy manual: The policy manual is a formal or informal (hopefully written) collection of statements and directives which identify the general objectives of the organization, and describe what is to be done as opposed to how it is to be done.

How something is to be done is generally contained in a procedural manual, sometimes called "systems and procedures." For example, a policy manual might state "it is the policy of X Skills Center to provide full time staff with 10 days leave each year." The policy manual does not go into how this will be accomplished with minimum disruption to the program. This sort of information would be outlined in a procedural manual.

The use of policy and procedural manuals in Skills Centers depends to a great extent on the size of the operations and the past experience of administrators. All centers utilize guidelines, manuals and handbooks generated by federal, regional, state and local agencies. Very few, however, summarize the material, add to it, or even assemble it in one document and utilize it on a day-to-day basis. Many directors expressed the wish to create such manuals but claimed there was no time for such exercises.

Four of the 19 centers had nothing vaguely resembling a collection of policy statements, while most (13) rely on policy manuals which are well-known and utilized by center staff. Two of these (Denver and Bridgeton, N. J.) are models of their kind. Although generally unwritten and highly informal, the Des Moines operating policy is nevertheless successfully transferred into action.

The procedural manual (systems and procedures): Five centers have rather highly developed procedural manuals. Six centers, including some of the 13 mentioned above, have developed "casual," or partial procedural manuals. Although none of the existing manuals are worthy of export, only two are in such bad condition that they may be the cause of serious management problems.

Statement of missions and functions (delegation of responsibility and authority): In 14 centers this management device which is often used by federal agencies and the military was for all practical purposes non-existent, while five centers operated under reasonable facsimiles of mission statements prepared by the parent organizations. If mission statements had been available in two centers which were experiencing delegation of responsibility problems, they might have been of some help in solving those problems.

The management information system: The MDTA Program has undertaken what is probably the most comprehensive enrollee information system ever attempted on such a large scale in the history of education. There is a wealth of information concerning individual trainee characteristics, attendance records, program activities, accomplishments, payment of allowances, completion and dropout information, placement of completers, and retention rates. This is an accomplishment which the vast majority of high schools, universities and other educational institutions of all types have not even attempted, let alone equalled. In addition, in spite of ever-changing funding levels and procedures, MDTA sponsors have left an audit track of expenditures which is a credit to their fiscal integrity.

In spite of this Herculean effort to generate general program information, little processing of data is performed at the local level. Eighty percent of the

Center Directors do not know, or have access to, even the most fundamental data, such as characteristics of enrollees in various courses, attendance rates, dropout rates, completions, placements, job retention rates, and wage levels earned by ex-enrollees by occupational offering. In some instances, they do not even know their current enrollment. Only a handful of administrators have even a vague idea of what it costs to produce a successful welder, clerk-typist, short order cook, etc.

In fairness to center administrators, it should be pointed out that the absence of this type of information is due partly to the fact that higher levels (local, state, regional and federal) of program management have not exhibited any sustained interest in it. These administrators have been unable or unwilling to supply on-site management with anything resembling area, regional, or national performance norms for comparative purposes. Thus, if a center knows, for instance, that its attendance rate is 80 percent and its drop out is 36 percent for, say, its welding course, it is still uncertain whether someone would be patted on the back or booted in the posterior. Had this data been tracked over time, the center would at least know whether the situation was improving or deteriorating.

The result is that management decisions are often based on visceral feel and generally accepted shiboleths rather than on hard information. The following three generalities, for example, are generally accepted as true by most program staff:

-- Enrollees taking automotive courses tend to have lower educational achievement levels than those in diesel and production machine offerings.

-- Free rent contributes to a reduction in overall training costs.

-- Black enrollees have had less exposure to formal education than white enrollees.

Not one of these statements are supported by the facts, yet they often form the basis for important management decisions.

A management information system is a collection of hard data which is periodically generated and reviewed by administrators and can provide the following intelligence:

-- What is actually happening compared to what happened in the past or what has been projected to happen.

-- Identification of problem areas.

-- Quantitative reflection of the impact of management decisions.

One center director, for example, diagnosed his attendance problem as caused by personal problems of the trainees. He therefore increased his counseling staff and checked to see whether attendance rates decreased. The fact that this action did help to improve attendance is not as important, for this discussion, as: (1) the director knew his attendance rate was deteriorating, and (2) after he took action, he had a way of checking its effectiveness. This center has an excellent management information system.

Six centers have relatively strong management information systems. Two of these six reach levels of excellence. One center by its own admission was having some serious management and program difficulties at the time of the ORC visit, yet there was no need for outside assistance in diagnosing the problems or in prescribing the solutions. The center, through its management information system, was aware of its difficulties and knew what corrective action needed to be taken. However, in this instance, on-site management lacked the authority to act.

Eleven centers have weak information systems which cause occasional management problems. Information systems are so poor in three centers that the respective managements do not know that they "know not." In one center, for example, the staff believes its enrollment is larger than it actually is; in the other two centers, dropout rates are much higher than what the respective staffs believe.

In almost all cases where centers have strong information systems, they are the result of someone with a special interest in program information within the center itself, usually the center director. In only one instance has the impetus for management information come from a higher administrative level.

Because of the pressure on center staffs to generate great volumes of enrollee information and fiscal tracking data, it is highly unlikely that on-site management will be able to, or be interested in, processing and utilizing management performance data, unless a sustained interest and demand for this type of information is created at higher levels of MDTA management.

The planning and budgeting process: Planning more effective pursuit of program objectives and allocating anticipated resources (budgeting) depends on the preexistence of three conditions: (1) some indication of future funding, (2) a certain degree of control over the operational design of the current and future program, and (3) experience from which projections can be made. At least two ot these "preconditions" are denied Skills Center planners for the following reasons:

- -- Constant reminders that centers must not become "institutions," must not assume perpetual funding, and must stay highly flexible.
- -- The evolutionary nature of a program having evolved rather than being conceived as a "grand design."
- -- The year-to-year lease on life depending upon Congressional appropriations.

-- The highly erratic funding procedures.

-- The variety of other manpower programs which have been funded out of the same legislative appropriations, thereby decreasing funds available for Skills Centers.

-- The inability of exert control over the size of the center operations and the number and types of course offerings.

-- Often, the unwillingness of local, state or regional agencies to delegate authority.

It is understandable, therefore, that very little planning is performed at the Skills Center level. Rather than attempt to plan in such an uncertain setting, center management generally spends its time pleading and lobbying with higher levels of authority to create the conditions whereby, in the short run at least, effective planning and budgeting can be accomplished. There is evidence, however, that attempts are being made at the national level to bring about such conditions. The moves toward "annualization" and base level funding are highly significant. Moreover, at the local level, center and Employment Service staffs seem more willing to work together for planning purposes now than in the past.

The budget itself is usually developed by the center director or one of his immediate staff in response to an MT-1 training requisition. The official request for "training costs" comes to the director from the State Vocational Education Department. If the director has been wise, he has worked with the local ES office in the development of the MT-1, and by the time the "official request" arrives, he has already begun working on the budget. Center directors take great care in developing budgets. They know that they will become "chiseled in granite" as frozen line-item contracts which cannot be modified without great volumes of paper work.

The "MT-1, MT-2, OE 3117 or 4000 and CAMPS and/or Advisory Committee" process is sometimes referred to as a "planning process," but it is not. It is an approval process to insure that all parties with legitimate interests in MDTA have the opportunity to review and approve final programs. Theoretically, there are two points within this process when some sort of planning is supposed to take place, but in practice they are almost always omitted. They are: (1) a labor market survey of occupational needs within the area, and (2) a request for consultation and direction from various coordinating and advisory groups concerned with manpower in the particular area or region.

In light of the above, it is not surprising that all 19 centers have informal planning and budgeting processes which are characterized by such preambles as: "Well, the last time we did it, we . . . "

Fiscal Controls and Procedures

A fiscal system should provide in the simplest manner possible for the efficient handling, recording and projecting of financial resources to insure that they are wisely used in the execution of the program. The procedures in most centers for handling and recording expenditures is adequate; in some centers it is excellent. Procedures for projecting costs and producing management information, however, are generally weak.

Accounting procedures: In twelve centers, the accounting function is performed off-site by the sponsor. As a result, little fiscal information is fed back to center management. In almost every instance where the accounting function is incorporated into a city-wide computerized accounting system, the only feedback the center receives is overruns (at the time they occur) and depletion of line-item budgets. Periodic status reports are generally lacking. Centers, therefore, are forced to utilize on-site shadow accounting systems to keep abreast of their fiscal situations. In contrast, in those centers which employ low-level bookkeepers for accounting functions, fiscal information is current and the capacity to project expenditures is excellent. Many of the centers put relatively simple accounting machines to good use, often machines used in conjunction with programs. The one city-wide system that works to everyone's satisfaction uses simple bookkeeping or posting machines, as opposed to computers. Centers with weak accounting systems are usually late in posting final billings, have consistently higher underruns, and do not take advantage of deobligated and redirected funds to the extent that they should. Eight centers have accounting systems which contribute to the effectiveness of on-site management. All systems leave sufficient but sometimes complex and cumbersome audit trails.

Purchasing procedures: Purchasing procedures in most centers require volumes of paperwork and many layers of approval which, while insuring prudent expenditures, cause undue frustration and tardiness in the acquisition of needed supplies and equipment. It is doubtful that the red tape involved in purchasing through public channels will ever be decreased to everyone's satisfaction. In fact, most directors are thankful if their requisitions ever arrive at all. The ability of the single, privately operated center to move quickly in this area is certainly a legitimate argument for private sponsorship.

In some regions, both the state and the regional office demand approval for the purchase of each item of major equipment at the time of purchase, even though they have already approved the items and amounts previously in the MT-2's, and in the signing of contracts. It is difficult to see the logic in this procedure, unless the states and regions do not have confidence in sponsors to carry out their contracts, in which case they should not have contracted with them in the first place. Sufficient supervision to encourage acquiring surplus and excess property in lieu of purchase is understandable, but considering the cumbersome procedures inherent in public purchasing, every effort should be made to simplify rather than further complicate purchasing procedures.

Most major procurement difficulties occur when the procurement regulations of the federal government and local school system have to be followed to the letter simultaneously. One state or regional regulation, in effect in several areas, makes the purchase of some machine shop equipment impossible. This regulation prohibits the purchase of equipment that cannot be delivered prior to mid-way through the training cycle, a condition which precludes the purchase of sophisticated lathes, which usually require 6 to 18 months lead time.

The purchasing procedures of most Centers were well integrated with property control systems. This latter function is performed well at both state and regional levels.

Auditing procedures: Twelve centers depend on their parent organizations for auditing services. Most centers have experienced some sort of spot or partial audit during the last 18 months. Only a few employ the services of an outside CPA firm for the purposes of periodic audits; three centers have never been audited. Equipment "spot checks" are the most common types of audits conducted by sponsoring agencies.

Property management and inventory control: Adequate property management and inventory control systems, if not in actual operation, are in the process of being established at all centers. This has been the result of directives emanating from state and regional offices. There is evidence of equipment exchange between various Skills Centers in most areas. The only drawback observed is that a few centers are assigning a full-time staff member to inventory control though the inventory itself is not large enough to justify this level of effort.

Payrolling: All but two centers depend on their parent organizations for this function. Payrolling is carried out with a maximum of efficiency and a minimum of complaints.

Cash disbursement procedures: All but two centers operated by local school systems have no cash disbursement capability for petty cash, local travel, etc. Eight centers have an MDTA cash fund on-site and other centers have established revolving funds of one kind or another from the proceeds of shops vending machines or similar income.

Bank Accounts: Nine centers have no checking accounts at all, while the remainder have one or more of various types. Most are revolving funds of non-MDTA monies which are used most often for student activities and shop supply purchases. These range in size from a few dollars to a maximum of $22,000. Most centers with checking accounts have capable and resourceful managements which use the extra funds in imaginative ways to overcome the inflexibility of frozen line-item budgets.

Personnel Practices and Staff Characteristics

Staff Characteristics

The average employee of a typical Skills Center is 41 years old, married, white, has completed high school and earns $11,506 for 12 months of work, usually excluding paid vacations. He (61.3 percent are men) has been with the Skills Center or its sponsor for the last 2.8 years and has had 14.3 years of experience in his field. The table on the following page displays the characteristics of his fellow workers: (table 5-3)

Table 5-3 indicates that:

-- Skills Centers tend to recruit instructors with industrial experience rather than academic qualifications. The average years of education for vocational instructors is only 12-14 as compared to 16 for basic education teachers and over 16 for counselors and administrators.

-- Very few minorities are hired as vocational education instructors. This is mainly because minorities have been excluded, until recent years at least, from many of the craft areas in which the centers offer training.

-- Average incomes are apparently high. However, these averages are distorted because in many centers hourly wage rates are higher to make up for lack of fringe benefits. Instructional staffs in Skills Centers generally teach for 7-8 hours a day, 52 weeks a year to realize their income levels. If adjusted for lack of fringes and calculated for a six hour day and a 9-month teaching year, more typical of school practices, average earnings would be closer to $7,850.

Personnel Manuals

Sixteen centers function under the personnel policies of their parent organizations and utilize their personnel manuals. In a few areas, special modifications have been made to adapt to the needs of the Skills Center operation. Where modifications have not been made, difficulties sometimes arise. Skills Center instructors, for example, are required to work a 40-hour week, 52 weeks a year. No category, except "part-time" or "temporary" in traditional personnel manuals covers such conditions of employment. But, part-time and temporary personnel are paid under different wage scales, lack status, and often do not qualify for fringe benefits. As a result, Skills Center instructors often become the school system's "second-class citizens."

Job Descriptions

Although short job descriptions are usually included in the MT-2's for key center staff in 8 Centers, they do not exist for most staff. Four centers use

Table 5-3

Staff Characteristics

	Counselors	Basic Education Instructors	Vocational Education Instructors	All Contact Staff	Admin-istrators	Aides	All Non-Contact Staff	All Staff
Percent Married	66.2	61.0	82.7	74.2	96.2	40.0	76.8	75.0
Percent Male	65.2	47.0	66.7	61.0	94.6	50.0	61.6	61.3
Average Age	39.3	36.8	42.8	40.8	46.0	31.8	42.5	41.4
Percent Nonwhite	41.3	47.0	27.2	33.5	25.0	61.3	36.3	34.5
Annualized Wage	$13,892	$12,677	$13,188	$12,891	$15,487	$5,666	$8,798	$11,506
Average Years of Education	16+	16	12-14	14	16-18	12-	12	12+
Years of Service	2.8	2.5	2.6	2.5	4.6	1.3	3.4	2.8
Years of Experience	13.6	10.2	16.5	14.9	19.5	5.7	13.9	14.5

well-developed job description systems which are helpful in defining the roles of various staff members and tend to support existing lines of authority. Where local school system personnel classifications and descriptions are used, staff are slotted in against generally vague and inappropriate classifications which do not provide useful management assistance to center directors.

Staff Training

The absence of any pre or in-service training for staff causes operational weaknesses in nine centers. Since many instructors have not had previous teaching experience, the lack of staff training causes a gap that cannot be bridged by the current AMIDS effort. This is universally recognized by center administrators as a serious shortcoming. Centers operated by community colleges are more capable than other sponsors of providing general, continuing training for staff within their own systems. Only four centers are approaching anything close to effective staff training.

Recruitment

Eleven centers have very informal staff recruitment methods, usually consisting of word-of-mouth techniques. This informal system appears to work much better than the more structured systems operated by off-center personnel departments. Informal procedures make it easier for centers to recruit personnel who are: (1) committed to teaching enrollees who might have difficulty in a traditional learning institution, (2) qualified more by experience than by academic background, (3) job oriented in their approach to teaching, (4) willing to attempt new and innovational approaches, and (5) culturally attuned to the enrollees and the goals of the Skills Center program. It is far more difficult for an off-site personnel department to recruit and screen applicants on the basis of these all-important factors, especially when its major purpose and most time-consuming task is servicing the overall school system.

Nevertheless, even those centers which are forced to utilize off-site personnel procedures are quite successful in securing capable staff. The ability to recruit quality staff appears to be a strong point of the Skills Center program.

Staff Benefits

"Fringe benefits" are defined in this report as all non-cash benefits received by an employee as a result of his employment and may include the following: life and accident insurance, medical and hospital insurance, workmen's compensation, retirement benefits, annual leave (or vacation time with pay), paid holidays, sick leave and tenure (seniority and/or credit for advancement or security from layoffs), among others.

Fringe benefits vary drastically from center to center. Four centers provide no fringes of any kind. Only ten centers have reasonably adequate and balanced fringe packages, and in only one of these could they be described as "generous."

In seven centers, the inadequacy of fringe benefits causes serious staff morale problems to the extent that in two centers employee unions are threatening strikes. In some centers the imbalance in fringes are bizarre: a 19 percent joint contribution toward a retirement plan and no other benefits, for example. The fringe benefit problem is serious. Local administrators who condone or perpetuate grossly inadequate fringe benefits, particularly in highly organized areas, are "leading with their chins." They are asking for morale problems with employee unrest and lower production.

Staff Discipline and Grievance Procedures

Only four centers have developed formal discipline and grievance procedures. Eight centers depend on their parent organizations for grievance procedures, and in five centers grievances are handled informally by the center director.

Staff Evaluation

About half the centers utilized some variation on the following traditional evaluation technique: a periodic (annually or semi-annually) written check-off evaluation of employees by supervisors. In no instance is this review tied into salary increases. In one center, supervisors are required to evaluate their employees four times a year, an arrangement that takes altogether too much time away from more important duties. In three centers, staff evaluation is non-existent, and in remaining centers it is an erratic, informal affair.

Staff Attendance

In only one center is staff required to punch a time clock (an arrangement that is universally resented). Most centers have some sort of sign-in, sign-out sheets and/or time cards. The four centers that treat their professional staff in a professional manner, that is without attendance mechanisms, have fewer staff attendance problems than centers which have strict attendance procedures.

Safety Procedures, Regulations and Programs

All centers have to some extent built shop training and industrial safety into their occupational curricula. Those centers that occupy local schools usually have the services of school safety divisions which effectively insure the safety of facilities and equipment for training purposes. Centers occupying commercial facilities have the highest level of fire, electrical and industrial safety because of insurance underwriters' regulations and local code enforcement.

Old and inappropriate facilities are both difficult and expensive to maintain at high levels of safety, and surplus equipment often arrives without the necessary safety information and safeguards.

Medical Emergency Procedures

All but five centers have highly developed medical procedures to insure the rapid transport and reception of enrollees into major medical facilities. Some centers have industrial nurses on-site and some use student insurance programs to insure prompt treatment at nearby medical facilities. The five centers with less formal emergency medical procedures are confident that local police, fire and rescue squads can effectively meet any situation.

Security Procedures

While almost all centers prefer to use their own staff to insure personal safety, a few have "panic buttons" wired to nearby law enforcement agencies. Some are under local directives to bring in the authorities at the slightest provocation. Property security is insured to varying degrees of success by both alarm systems and the employment of security personnel. Generally speaking, theft from Skills Centers is probably below industrial norms. However, this may be due to the obstreperous refusals of some state and regional administrators to replace stolen tools and equipment.

Community Relations Programs

Community relations efforts are non-existent in seven centers and highly informal in eight. Skills Center managements do not consider this function within their realm of responsibilities, mainly because the Employment Service is charged with recruitment and job development functions. Of course, there are occasional center tours for various groups and speeches before local service clubs, but nothing approaching a formally developed community relations program.

Cost Analysis

This cost analysis is based on fiscal data provided by the Centers. Although the same analysis is performed for each center, the completeness of fiscal data provided by centers ranges from skimpy to thorough. None of the centers operate in a steady state environment. Some were experiencing transitions or violent fluctuations in enrollment levels of the type that could lead to highly unfair interpretations of cost data. This analysis is designed to assist centers in identifying their cost-benefit strengths and weaknesses rather than to cause alarm over what may appear to be high cost levels in some centers.

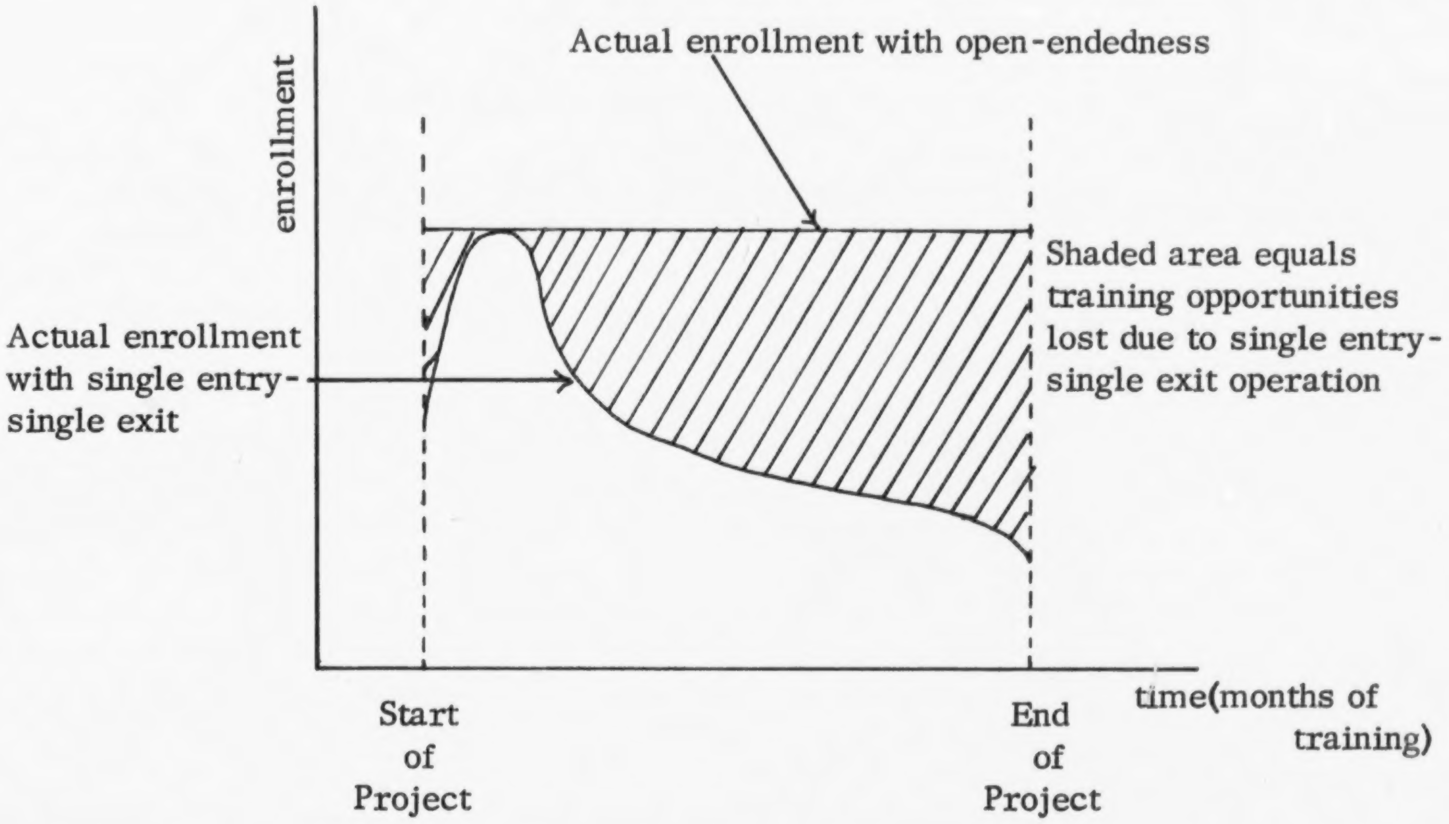
Funding Procedures

The Guidelines for Planning and Development of Skills Center, June 1970, defines annualization as the practice of financing institutional training in designated Skills Centers for twelve months or more by allocating special funds and numbers of trainees to insure a continuous pre-determined level of operation. To qualify for this type of funding the designated Skills Center must prepare an annualized training plan and budget for a more or less steady level of enrollment to be submitted to and incorporated into the local CAMPS. Prior to the submission to CAMPS, the plan and budget must be jointly agreed upon by the Employment Service and the educational authorities at state and regional levels. In practice, to allow sufficient time for this planning and approval funding process, the annualized funding period has been broken out of the FY year cycle and usually begins and ends in the Fall of each year.

All of the Skills Centers management and administrative personnel interviewed by ORC expressed the belief that annualization of the program represented a vast improvement over the project-by-project funding of the past. But few administrators held the identical view of just what the concept of annualization involved. The reason for this confusion appears to be that the concepts of open-endedness, base-level funding, and umbrella package funding all made their appearance on the Skills Center scene during the same period in which annualization was being initiated. Since no exact definition is available for any of these terms, the tendency at the Skills Center level has been to attribute the benefits of each to annualization and to refer to the whole lot as "real" or "true" annualization. Thus, a center such as that in Abingdon, Virginia, which still receives its funding by a project-by-project contract yet has already instituted open-entry, open-exit practice and views its designation as a Skills Center as a low level commitment to future funding, sees itself as in the early stage of transition to annualization While at the same time, the Philadelphia center, which has received funding for the last several years in the form of a single one-year contract, doesn't see itself as having achieved "real" annualization until it possesses a stronger guarantee of minimal base level funding for the future.

In its strictest definition, annualization is merely the process of funding the vast majority of the centers' occupational offerings all at one time for a one-year period. Of course, other projects are usually added during the ensuing year as additional funds become available, and there is usually some overlap of projects from contract year to contract year because of the varying durations of different occupational offerings. It is the practice when this funding procedure is used, that all the administrative overhead costs and usually the basic education and counseling costs are lumped into one portion of the contract rather than pro rated across each of the various occupational subprojects. This portion of the contract is often referred to as the "umbrella package." The next expansion of the definition of annualization occurs when the center is allowed to practice open-endedness to the extent that it may enroll new students so close to the end of a funding period that refunding of the project must be assumed. The final extension of the definition which is sought by Skills Center operators is the insurance that its program will be continued into the future at an agreed-upon minimum enrollment with only the occupational offerings changing in response to the labor market demands. This insurance can, of course, never be given by federal administrators to a program which is dependent on annual congressional appropriations.

Regarding the formal definition of annualization, all of the centers visited by ORC did consider themselves as in some stage of annualization. Because of the manner in which expenses and enrollment are reported, it has been impossible to collect actual cost information concerning the benefits of annualized funding coupled with open-endedness/open-exit enrollment. However, ORC cost models based on current performance data have demonstrated that the minimum cost reduction derived from a transition from project-by-project funding and single entry-exit to continuous annual funding with open endedness-exit to be between 20 to 30 percent. (See Graph below.)



COMPARISON OF TRAINING CAPACITY UTILIZATION BETWEEN OPEN-ENDEDNESS AND PROJECT-BY-PROJECT OPERATIONS FOR CONSTANT TRAINING COSTS

This cost reduction has not been apparent, probably because it has been offset by inflation and by an increase in the actual number of man-years of training being provided. Unfortunately, the program information system is so poor that this favorable cost-benefit relationship, even if it indeed exists, goes almost unnoticed. The one possible quantitative indication of the cost savings obtained by the transition to annualization and open-endedness is the fact that the actual per man-year cost for all centers appears to be dropping, i.e., $3,594 per man-year based on previous enrollment versus $3,247, based on current enrollment.

Cost Analysis Problems

The following factors, all of which make cost analysis difficult, should be kept in mind when appraising Skills Center fiscal information:

-- Eighteen of the 19 centers visited were funded from at least 63 separate FY 70 projects (not including add-ons, extensions, mid or year-end redirected funds) with few of the 63 resembling one another with regard to starting and ending dates, length of training or length of contract, number of slots, levels of funding, or ways in which costs are actually assigned to line item categories. It is doubtful that this "fiscal maze" can be eliminated unless and until annualization is a reality at all centers, common starting and ending dates are established, and the same ground rules are applied across-the-board with respect to the manner in which costs are assigned to line item categories.

-- The methods of providing matching contributions varied greatly: sometimes in cash, sometimes in kind, sometimes in facilities, sometimes in administrative overhead, sometimes at the state level, sometimes real and sometimes imagined,(for example, rent-free facilities that aren't worth renting.)

-- The basis of funding also varies. Although many centers are now funded on some sort of annualized basis, they differ as to the type of administrative and overhead base level funding approaches that are used. Other centers are currently in a transition from project-by-project to annualized funding. A few are still operating on a project-by-project basis, and one combines an administrative overhead funding approach with a block tuition grant, something like a miniature "G.I. Bill."

-- No two centers have anything resembling identical accounting systems.

-- In most centers a large number of enrollees and courses currently in operation have been funded out of previous Fiscal Year funds.

-- While most centers provide their basic education program out of MDTA funds, several receive Adult Basic Education (ABE) funds for this function. Others obtain outside support for counseling and minority enrichment programs which do not appear as MDTA costs.

-- In centers with substantial buy-ins from other programs, the MDTA Skills Center program may be receiving real financial assistance, including sharing of overhead costs. But in some cases, MDTA funds are carrying the administrative overhead costs for other programs.

Capital Costs and Amortization

Amortization (the spreading of costs incurred for major equipment, rehabilitation and remodeling of facilities over a portion of the items' useful life) has been unacceptable to national MDTA administrators. Thus, capital costs have been charged entirely as current costs of projects in operation at the time such costs have been incurred. This is a common practice in the funding of social programs by Congress and reflects the year-to-year lease on life under which such programs must function. Initial capital outlays for most Skills Centers occurred at least three or four years ago and little or no replacement has occurred. Program administrators, faced with decreasing funds, inflation and pressure to increase enrollment, have reduced their capital budgets in order to maintain adequate staff to carry out programs. As a result, centers have been forced into a greater reliance on surplus equipment, whether or not appropriate. They have also shown resistance to any change in occupational offerings that might require heavy capital outlays. There also appears to be an unwillingness by administrators at higher levels to accept the fact that skill training, emphasizing shop experience, by its very nature requires heavier capital equipment budgets than most types of education. The day of reckoning appears to be near. One can recondition and update obsolete and wornout equipment for only so long before the quality of the program suffers.

Since this analysis is based on costs incurred during years in which capital replacement was neglected, the capital allocations described in the analysis are low. It is dangerous to draw any conclusions regarding the cost of maintaining an adequate Skills Center program without keeping this fact in mind.

Average Costs and Allocations

The critical cost analysis issues are total training costs per enrollee, completer, successful placement, and the allocation of costs among various components of Skills Centers' activities. Such analyses had not been undertaken at any of the 19 centers. To arrive at the following analysis, several hundred complete budgets and cost sheets, consisting of initial contract budgets, modified budgets, periodic expense reports, final expense reports, final billings and various cost projections, were examined at the 19 centers. It was found that for any center, regardless of the changing dollar amounts throughout the life of a particular project, the percentage of funds allocated to various cost breakouts held constant within a very few percentage points. This was true not only for current projects, but for all projects over the past few years of operation. Thus, it was possible to determine how each center would budget and spend its total dollar resources.

Next, the number of staff was adjusted to full-time equivalents, and their average annual wage was determined. While the ORC Team was on-site at each center, the average enrollment over the last 12 to 18 months, the current enrollment and the total slots allocated to existing projects was calculated. Thus, on the basis of total annual wages and expense allocations, it was possible to determine the total costs of the operation for one year, assuming the center maintained its existing staffing pattern and enrollment. To allow for the possibility that some centers may have been either over or under-staffed at the time of the evaluation, findings are presented in per man-year training costs, based on average past enrollment, current enrollment and the number of slots allocated to present projects, whether or not currently filled. The total anticipated costs thus derived were compared against current and past budgets to insure that the projected totals were reasonably accurate.

Certain complexities of Skills Center operation must be kept clearly in mind to understand the following analysis. Each project or course contracted for a Skills Center authorizes a certain number of training positions or slots. Those may or may not be filled at any point in time. As already pointed out, an insufficient number of enrollees may be referred to fill the available slots. After beginning the course, a certain number of enrollees may drop out and may or may not be replaced. Enrollment may also exceed slots temporarily if an excess number is referred, depending upon dropout experience, to produce an average enrollment in excess of authorized slots. Since many contracted training projects do not last a full year and there are many partial year add-ons, extensions, and other modifications, it is necessary for comparative analysis to use the concept of a man-year of training slot capacity. A man-year slot could be occupied by several individuals, depending upon enrollment and the average length of stay of each enrollee. For instance, a typical Skills Center might operate over a year with a 300 man-year training slot capacity, yet have an average enrollment of 270 and enroll a total of 900 separate persons. Thus, for sake of analysis, it makes considerable difference whether one is calculating costs divided by average enrollment or the total number of enrollees served. For this analysis the "per individual" cost was obtained by dividing total costs for the program year immediately preceeding the present program year by the total number of individuals who were enrolled in the program. Per-completer and per-placement costs were obtained by dividing total costs by the number of completers and the number of completers who were placed in jobs. Placement information was available for only 13 centers and was calculated on that basis. A note of caution is necessary: no attempt was made to consider the relative quality of various courses other than the contribution of quality to the placement record. It is possible that high relative costs for a particular course in a particular center might be offset by its quality.

Analysis results: Table 5-4 presents costs, by category, for 16 centers. The average center allocates 66 percent of total costs for salaries, 7.3 percent for fringe benefits, 9 percent for rent, 2.8 percent for utilities, 1 percent for other facility expenses (outside maintenance, repairs, security, etc.), 3.8 percent for equipment (including rentals), 1 percent for equipment maintenance and repair, 6 percent for supplies and materials of all types (including textbooks), and 3.7 percent for other costs (travel, postage, general and administrative, fees and miscellaneous).

Table 5.5 presents partial cost allocations coupled with various man-year and individual costs for 17 centers. Also added, because of its great effect on cost,

Table 4

Approximate Cost Breakouts for 16 Skills Centers (As A Percentage of Total Costs)

	Staff Costs		Facility Costs			Equipment Costs		Supplies and	
Center	Salaries	Fringes	Rent	Utilities	Other	Acquisitions	Others	Materials	Other
Mean	66	7.3	9	2.8	1	3.8	1	6	3.7
60	52	4	23	--	--	15	--	4	2
55	52	6	18	4	--	2	1	6	11
90	61	5	16	--	--	4	2	11	1
45	61	7	8	3	3	2	1	5	11
50	65	15	4	3	--	2	1	6	1
70	66	6	10	3	--	5	1	7	2
10	66	4	10	4	--	7	1	5	3
95	66	10	7	3	--	1	--	5	8
75	68	7	11	1	--	1	--	11	1
35	68	8	10	3	--	2.5	1	5	3
20	69	5	9	8	--	1	1	5	3
85	69	10	--	2	5	5	1	5	3
30	69	9	--	3	3	6	1	8	1
25	70	8	8	2	--	3	1	2	6
15	71	7	10	2	--	2	1	5	2
80	79	6	1	4	--	2	2	6	1

Table 5-5

Cost Characteristics for 17 Skills Centers

	Cost Allocations				Man-Year Costs			Individual Costs (from past experience sample)			Average Maximum Length of Training (Weeks)
Center	Staff (Percent)	Facility (Percent)	Equipment (Percent)	Supplies and Materials (Percent)	Per Slot Capacity	Per Average Fiscal Year Enrollment	Per Current Enrollment	Per Completer	Per Individual Enrollment	Per Placement	
All Center Mean	73	12.6	4.7	6	$2,883	$3,593	$3,247	$1,397	$ 852	$2,214	29.2
75	75	12	1	11	1,160	1,490	1,290	1,010	620	--	31.6
70	72	13	6	7	2,150	2,460	2,350	1,090	780	1,820	31.0
30	78	6	7	8	2,180	2,500	2,050	1,420	710	2,420	31.3
45	68	14	3	5	2,350	3,100	2,770	--	--	--	39.8
15	78	12	3	5	2,550	2,650	2,580	590	360	680	23.3
85	79	7	6	5	2,610	4,020	2,830	1,590	940	3,790	24.8
55	58	22	3	6	2,670	4,400	3,630	2,360	1,722	2,711	25.4
95	76	10	1	5	2,960	6,160	3,380	2,170	1,280	2,640	43.1
10	70	14	8	5	3,050	3,780	3,580	830	610	--	22.0
80	85	5	4	6	3,200	3,130	3,100	2,260	1,170	--	32.6
35	76	13	3	5	3,230	4,610	3,730	--	--	--	19.7
20	74	17	2	5	3,370	3,220	2,690	--	--	--	33.7
90	66	16	6	11	3,970	5,200	5,200	772	494	2,031	28.1
60	56	23	15	4	4,900	--	6,290	--	--	--	--
40	--	--	--	--	--	--	--	1,280	690	1,630	24.5
50	80	7	3	6	--	--	--	--	--	--	27.0
25	78	10	4	2	--	--	--	--	--	--	--

is the average designed length of all courses for each center. Centers are presented in rank order of increasing cost based on projected man-year cost per training slot capacity. Based on these figures the average center offers 29.2 weeks of training in its average course and has the following fiscal characteristics:

- 73 percent of its total resources are spent on staff costs, including fringe benefits, 12.6 percent on facilities, 4.7 percent on equipment, and 6 percent on supplies and materials.
- The cost to operate for one year, based on current slot capacity, is $2883 per slot.
- Based on average enrollment, its per man-year cost of training is $3593.
- Based on current enrollment, its per man-year cost is $3247.
- Over the last several years the average center has produced one completer for every $1397 it has expended.
- For every $2214, a completer has been successfully placed in a job.
- Based on total enrollment (including dropouts, replacements, etc.) average per enrollee expenditures are $852.

In addition to these training costs, enrollees receive stipends paid by the Employment Service which are not included in this analysis. Other costs not included are staff and administrative costs of administering the overall MDTA program by the Department of Labor, Office of Education, State Department of Employment, State Departments of Vocational Education and the non-Skills Center staff of local school systems.

For reasons unique to each center, Centers 60, 55, and 90 experience aberations, which prevent their being fully comparable to the other centers. Because this is an evaluation of the Skills Center concept as a whole, and the reasons these centers have apparently high deviations from the norm are complicated, the reasons will not be dealt with in this report. Readers are cautioned not to draw comparative conclusions about the costs of the three centers without the benefit of additional information.

The per-slot capacity column (Table 5-5) indicates that most of the centers provide a man-year of training within a cost range of approximately 20 percent of the average. Center 75, located in the rural South, provides extremely low cost training because of its low administrative overhead and its extremely low wage schedule, a condition that probably could not be duplicated at any of the other centers. Center 15 demonstrates what can be achieved if enrollment is maintained close to the design level and is coupled with short training and good placement. Centers 30, 85 and 90 demonstrate the disastrous cost affects of poor placement. Center 95 shows that longer training will naturally increase costs, regardless of how well placement is performed.

What affects costs: The average length of training per individual, the various staff-to-enrollee ratios and staff wage schedules have greater affects upon the cost of Skills Center training than any other factors. Such items as dropout, completion and placement rates, together with job retention rates, have a significant affect on the costs of achieving the overall goals of the program. They are, however, further from the direct control of Skills Center management. The cost of facilities, equipment, supplies and materials are relatively marginal and are probably fixed, within a small percentage range. This latter fact is significant in that local, state and regional administrators devote more time to monitoring these items than any other aspect of the program. Yet the danger of damaging the program by stringency in these areas is great, and the chances of substantially improving the efficiency of a program by manipulation of these items is slight.

Little information is available regarding the average length of stay of enrollees in the program, or the average length of time it takes to produce a "completer." It is obvious, however, that if the average stay of an enrollee is doubled, the per-individual unit cost will also just about double. Though there are overriding program reasons for establishing the length of a particular course, it should be kept in mind that the amount of time enrollees spend in the program has a greater affect on cost than any other factor. It is possible, for example, to obtain a cost advantage by doubling the staff, if this results in a 50 percent reduction in the time required to make an enrollee job ready. In addition, it may also result in reduction of the dropout rate. Table 5-6 displays the rankings of three major cost factors: length of training, staff-to-enrollee ratios, and average staff wage, together with the ranking of several unit cost measurements. Remarkably little correlation exists among the rankings.

Careful examination of Table 5-6 demonstrates that tight control over high staff ratios and wages tends to reduce the man-year training cost, but that the per-individual unit costs will be affected more by the length of training than any other factor. This fact has tended to restrict the occupations in which training is offered, ruling out those which, though they might do more for the enrollee, involve long training times. It has also discouraged enrollment of those who need extensive periods of basic education as an accompaniment of skill training.

A comparison between Center 15 and Center 75 reveals that while Center 75 is able to exercise high economy in staff ratios and wages, and thus man-year costs, Center 15 utilizes large numbers of contact staff and reduces training time to obtain a superior end-cost position. This demonstrates that there is more than one way to obtain optimum cost efficiency.

The following variables have the greatest affect on costs:

- -- Length of training
- -- Total staff and contact staff-to-enrollee ratios
- -- Wage schedules and fringe benefits
- -- Actual enrollment compared to design levels
- -- Dropout and placement rates

Cost savings in time or in staff are worth almost eight times as much as savings in facility costs, 20 times savings in equipment costs and 16 times savings in supply costs. Thus, current facility and equipment budgets might be increased up to 50 percent or more with only marginal effects on total training costs. Similar cost data have never before been gathered and analyzed for Skills Centers and there is no comparable data for any other manpower program. Thus, though the data are interesting, their meaning is not clear without follow-up of enrollees for some time beyond completion to identify improvements in employment and earnings. There is no way of comparing Skills Center costs to benefits. Without comparative costs from other programs serving the same population with similar objectives, the cost effectiveness test--the determination of what is the least costly way of achieving a given objective--cannot be applied.

Facility cost analysis: One of the most valuable contributions of this analysis should be this message: poor or inappropriate facilities are not only damaging to the image of the program and the self-esteem of the enrollee, but are almost invariably more expensive. Rundown facilities are sometimes justified on the grounds that "grubby" physical plants are "what these enrollees are comfortable in" or "what prepares them for the realities of America's industrial work settings." It is doubtful that these justifications would be maintained if it were recognized that no cost savings results.

Free or extremely low rent almost always translates into outmoded, inappropriate facilities that no one else wants nor can afford. It also means that staff costs will be higher because of the disproportionate number of employees required to maintain such facilities. It is simply not factually correct to say: "We must struggle along with these facilities because it's the best we can afford right now."

The most inappropriate facilities are usually those with the lowest rent and those which, but for the Skills Center program, would be abandoned warehouses, abandoned factories and abandoned public schools. Detroit's old factory and Philadelphia's old warehouse provide perhaps the best examples. Philadelphia's huge (750,000 square feet) ex-Marine Corps warehouse is an apparent bargain, with only 5 percent of the Skills Center's budget used for rent, utilities, etc., but closer scrutiny reveals that approximately 25 percent of Philadelphia's total staff effort goes into maintaining and managing this vast facility. Thus, the apparent 5 percent facility cost is actually a substantial 26 percent plus. On the same basis, Detroit's apparent facility bargain (6 percent of total resources) actually consumes more than 25 percent of the Center's resources. In contrast, the Gardena (California), Des Moines and East Los Angeles Centers rent modern, competitively desirable, single-story light industrial space in light industrial parks at competitive rental rates and still manage to spend about the average proportion of their total budgets on facilities.

All of these centers have capable managements, but the first group must function under higher real facility costs, correspondingly lower staff efforts for instructional purposes, and an atmosphere which even the most dedicated staff or motivated enrollee would find depressing.

It goes without saying that old, unused and usually condemned public school buildings must serve as a constant reminder of past failures to a substantial percentage of the enrollees who are school dropouts.

The primary reason that otherwise competent management and professional educators rationalize the benefits of these inappropriate facilities is that they can be obtained for little or nothing, and utilized as local "in-kind matching," with federal funds picking up the bill for maintenance. This is one of those clever gambits by means of which all participants--governments at all levels, the locality, the taxpayers, the program and the enrollees--end up losing.

Cost analysis conclusions: Skills Center training costs are obtainable, even if we do not know how those costs compare to other programs or to benefits. In a program world where operators often act as if they would rather not know their costs in relation to their benefits, Skills Centers, because their costs are measurable, may be subjected to the kind of criticism that is totally lacking in perspective, or a lack of information concerning the costs of other manpower programs. Just what does it mean that the average training cost is $2884 per man-year while completions cost $1397 per individual and placements come at $2214 per individual? Lacking such comparative data, only judgment can estimate the worth of the program. It is the judgment of the ORC team that costs are not excessive, that they appear to compare favorably with other programs and it is doubtful that any other manpower program produces greater output for less money. The Des Moines Skills Center is a case in point. This center takes an average (by Skills Center norms) disadvantaged individual who has little or no skills, and in less than 23 weeks provides him with a marketable skill and places him on a job for $680. This performance is more than three times better than that of the average Skills Center and represents a fantastic success. To the extent that this performance can be replicated, there can be no doubt that Skills Centers are an economically feasible solution to the problem of training and employing a large portion of the nation's economically disadvantaged. Even at the current norms it is our judgment that it is a good investment.

Summary

Local on-site management of the typical Skills Center does not generally have the level of autonomy required by the most current guidelines, but has greater opportunity and freedom to innovate than traditional vocational education administrations. Erratic funding and budgeting procedures, together with restrictions on equipment, facilities and supplies, are the greatest source of day-to-day frustration for Skills Center management. The program can be seriously damaged by inadequate recruitment, selection, assignment, job development, and job placement, over which center management has little or no control.

Although not all criteria for the designation of Skills Centers are met by all centers, most centers do a creditable job of staying within the bounds of the many guidelines and regulations under which they must function.

There is a wide variation in the quality and use of accepted management practices and devices among the 19 centers. The better operated centers generally use most of the traditional administrative instruments, within some framework of an overall approach, to successfully carry out their common mission. These centers perform consistently better than those centers without well defined overall objectives, and those centers which are overly controlled by off-site administrative structures.

There is a wide variation in the allocation of staff resources. Several centers require large numbers of staff to maintain inappropriate facilities and to respond to ever-changing funding levels and procedures.

Perhaps because on-site management has received little management technical assistance, the centers are particularly weak in generating, processing, and utilizing management information. This is aggravated by the absence of any adequate management information system for the program as a whole. Fiscal and accounting practices are adequate for auditing purposes but cumbersome and devoid of useful management information. This is particularly true when the fiscal and accounting procedures are the primary responsibility of the sponsoring agency, rather than on-site management. Fringe benefits are generally inadequate and, in some cases, are causing severe management problems. In spite of all difficulties, and perhaps because of staff commitment to the Skills Center concept, local management of the Skills Center program is generally adequate and sometimes outstanding.

Chapter 6

COMMUNITY MANPOWER PLANNING

Skills Center guidelines require that all centers be included in State Cooperative Area Manpower Planning System (CAMPS) plans and that the local MDTA Advisory Committee act as the Skills Center Advisory Committee. CAMPS is a locally oriented planning system developed by the Department of Labor and involving the Office of Economic Opportunity, the Economic Development Administration of the Department of Commerce, the Department of Housing and Urban Development, and the Department of Health, Education and Welfare. The MDTA advisory committees are required by law but have tended to fall into disuse. This chapter appraises the extent to which Skills Centers are involved in and served by these state and local planning mechanisms.

CAMPS Participation

The CAMPS program began in March 1967. Area Manpower Coordinating Committees, composed of state and local administrators of federal manpower programs, were convened in 68 labor market areas to draw up comprehensive, coordinated manpower plans for the coming fiscal year. Committee members were asked to share information in order to identify the area's major manpower needs and problems, assess the outlook for economic development and the manpower plans deploying all available manpower resources, thus avoiding duplication and concentrating services in areas of greatest need.

The functioning of the system rests largely on good will and cooperation, although it is stimulated by federal agencies with some fiscal control. No authority exists by which an uncooperative agency can be directed, for example, to meet planning deadlines. Means for coordinating federal project approvals are still not fully developed. Since Congress never seems to complete its appropriations responsibilities before the beginning of the fiscal year in which it is to be available for spending, the state and local agencies attempt to plan without knowing how much money they will have to spend. There is no authority in the state and local CAMPS committees to direct the allocation of funds. CAMPS might be better described as an information system rather than a planning one.

Nevertheless, the system has brought together, for the first time on an organized basis, most major local, state and federal agencies involved in manpower development. It is producing an inventory of programs at the local and state levels never before available and is making an attempt at program coordination. In many areas it is producing an assessment of unmet needs so that the impact of current programming on the total problem can be better evaluated. It is attempting to provide a basis for linking the various programs that serve the disadvantaged. Perhaps most important in the long run, it has sparked attempts in several states to develop stronger planning bodies.

ORC performed an analysis of 13 CAMPS plans and interviewed CAMPS officials responsible for committees in areas where 18 of the 19 Centers are located. The intent was to evaluate how well the CAMPS system is functioning with regard to the Skills Center program. In addition, an attempt was made to determine whether MDTA Advisory Committees are active in the various areas and, if so, the extent to which they affect Skills Center occupational offerings.

Analysis of CAMPS Plans

Skills Center guidelines specify that the CAMPS plan should provide the following information for the specific Skills Center service areas:

1. Identification of service areas
2. Population size and changes since the last census
3. Population characteristics
4. Labor force size and characteristics
5. Industrial composition
6. Recent employment trends and outlook
7. Current unemployment conditions and recent developments
8. Present manpower and education facilities
9. Transportation conditions
10. Public and private supportive services
11. Area union activities
12. Other pertinent factors

The 13 plans were rated according to two criteria: (1) whether the required information was present and (2) the quality of the information presented. Items 8 and 10 are generally contained in Part B of the CAMPS Plan; the rest are usually found in Part A. ORC was unable to obtain Part B for 6 of the 13 centers, although partial information on Items 8 and 10 was available in Part A of some of the plans. "NA" on Table 27 denotes lack of information because of the absence of a Part B.

Generally speaking, eight of the 13 plans were rated "complete," that is, containing all or most of the information required; two were rated "fair," (containing partial information) and three "incomplete," or lacking most of the required information. The information most often lacking in CAMPS plans was that pertaining to Items 8 and 10 although the definition of a service area was lacking in five of the plans, and information about union activities was lacking in eight areas (see Table 6-1).

It may be significant that Items 8 and 10 are the most difficult kinds of information to compile. These two items (present manpower and educational facilities and public and private supportive services) are vital to manpower planning and to the success of the CAMPS operation. The lack of information in these fields indicates either an unwillingness on the part of key agencies to participate in CAMPS, or an inability on the part of these agencies to forecast their capabilities, especially with respect to supportive services. In several areas, it appears that CAMPS plans are incompetently put together, indicating a lack of supervision at the state and national levels. The local drafters of CAMPS plans often question whether anyone ever reads their documents. It is a good question.

Interviews with CAMPS Officials

In areas relating to 18 centers, the following questions were asked of either CAMPS Chairmen or Executive Secretaries:

1. What role does the Skills Center fill with respect to the total manpower program in the area?
2. Has action, either formal or informal, resulted in other programs "buying in" to the Skills Center ?
3. Has CAMPS affected
    a. Occupational offerings?
    b. Selection of enrollees?
    c. Mix of prevocational, basic education and skill training?
4. Has CAMPS helped to direct supportive services to Skill Center trainees?
5. Have manpower program funds been distributed differently as a result of action taken by CAMPS?
6. Does the Skills Center Director serve on the CAMPS Committee?
7. Would you rate his attendance as regular, sporadic or infrequent?
8. Would you rate his participation as active, average or inactive?
9. Have members of the CAMPS committee visited the Skills Center? Have meetings been held at the Skills Center?
10. What recommendations would you have for making CAMPS more effective?

Table 6-1

Analysis of Information Contained in 13 CAMPS Plans

	CENTERS												
Information	80	20	35	55	70	15	50	10	75	85	40	65-05	95-45
Identifies Service Area	x	-	-	x	x	x	x	x	x	-	-	- [a]	x
Population Size & Changes	x	-	-	x	x	x	x	-	x	x	x	x	x
Population Characteristics	x	-	-	x	x	x	x	x	x	-	x	x	x
Labor Force Size & Characterisitcs	x	-	-	x	x	x	x	x	x	-	x	x	x
Industrial Composition	x	x	x	x	x	x	x	x	x	x	x	x	x
Employment Trends & Outlook	x	x	-	x	x	x	x	x	x	-	x	x	x
Unemployment	x	x	-	x	x	x	x	x	x	(y)	x	x	x
Manpower & Educational Facilities	-	-	-	-	x	(y)	(y)	(y)	(y)	NA	NA	NA	(y)
Transportation	x	x	x	x	x	x	x	x	-	x	x	x	-
Public & Private Supportive Services	(y)	(y)	(y)	(y)	x	x	(y)	NA	NA	NA	NA	NA	NA
Area Union Activities	x	-	-	-	x	x	-	-	-	-	-	x	-

Key:
x : Included in Plan
- : Not included in Plan
y : Partial information included
NA: Part B not available

[a] This area has five Skills Centers, two of which were in the ORC sample. Service areas for each were not specifically defined.

Question 1--Role of Skills Center: Interviews with 18 CAMPS officials revealed that CAMPS committees have never considered the assignment of specific responsibilities to the various manpower programs operating in their areas. Where political figures have assumed responsibility for CAMPS the question is being posed, but no local plans have been based on the uniqueness of individual programs. Without such distinctions, the whole effort to coordinate (except with respect to supportive services) becomes academic. The major reason programs are not assigned specific roles is that no agency is willing to incur the wrath of others by suggesting limitations in particular program designs. Political figures are more apt to tread in these forbidden waters than civil servants, but even they must make certain first that the anticipated results are worth the effort.

Therefore, duplication of effort still takes place as a matter of course. If, for example, a minority group doubts the ability and willingness of the schools to train the disadvantaged, it will press for a new training agency. In the early days of the antipoverty programs such demands were often met. Now there is neither the resources nor the favorable atmosphere. However, NAB consortiums have been established with varying degrees of success without checking to see whether an existing institution such as a Skills Center could perform the job. Differing assignments have never been made to centers where both exist, even though the two are not equally proficient in providing the same services. The "silent agenda" at all CAMPS meetings is interagency competition. Many agencies attend the meetings and talk about coordination merely to prevent a competing agency from achieving a coup.

Until CAMPS committees are willing and able to identify specific roles for particular programs, based on the uniqueness of each program, real coordination at the local level will remain a wish rather than a reality.

Question 2--"Buy-Ins": Buy-ins, the purchase of services from Skills Centers by other agencies, have not been the result of formal action on the part of CAMPS committees. Only one CAMPS committee had ever considered buy-ins, and it came upon the subject accidentally. This committee, headed by a Mayor who had strong minority support, attempted to stop Regional approval of a NAB-JOBS consortium before the committee had a chance to consider the proposal.

Despite the lack of formal consideration however, some CAMPS officials believe that the very existence of CAMPS has helped spur buy-ins. Agency officials get together either during or after the CAMPS meetings and reach tentative agreements. Since all but five of the 19 centers had buy-ins at the time the ORC team was on site (Table 28), either the centers were aggressively selling their services or some form of informal contact was occurring.

Question 3--Occupational Offerings: The CAMPS committee has had no effect on the occupational offerings of Skills Centers, the types of enrollees referred to the program, or the program mix. In most cases, CAMPS committees do not even review the MT 1's or the MT 2's. They may be briefed on the occupational offerings under consideration, but their opinions about such offerings are not sought and are rarely given.

Question 4--Supportive Services: No formal arrangements have been made through CAMPS to direct either private or public supportive services into the Skills Center program. However, most CAMPS planners believe that informal arrangements have been made among committee members that would not have been made if CAMPS Committees had not been in existence.

Question 5--Distribution of Funds: CAMPS has had absolutely no effect on the local distribution of manpower funds. One CAMPS committee formally protested the cut-back in Skills Center funds, but received no answer from either federal or state sources to its letters. The chairman of this particular committee made it clear that after their protests had been ignored, CAMPS members no longer took their responsibilities very seriously. "From that point on," he said, "we just went through the motions."

Question 6--Skills Center Directors: In eight of the 19 Centers, Skills Center Directors do not serve on CAMPS committees. In multi-center cities, one person from the local school system usually represents all centers in the city. In Los Angeles, however, the city's privately operated center has no representation. In the absence of the Skills Center Director, a person from the sponsoring agency represents all MDTA on the local committee.

Question 7 & 8--Participation of Skills Center Director: Where Skills Center Directors do serve on CAMPS committees, their participation is rated "active" and their attendance "regular." One Skills Center Director is the chairman of the local CAMPS committee, and several are chairmen of key subcommittees.

Question 9--Visits of CAMPS Members to Skills Centers: Most CAMPS members have visited Skills Centers and, thus, have a first-hand knowledge of the Skills Center operation. CAMPS meetings have been held in 10 of the 19 centers.

Question 10--Recommendations for a More Effective CAMPS: Most CAMPS representatives say that they need more authority if CAMPS is to be an effective planning instrument. When asked what kind of authority they need, however, the answers become vague. No CAMPS member seriously believes that local committees should be given sole responsibility for the allotment of manpower funds at the local level or that such an alternative is possible considering federal funding policy. They do believe, however, that CAMPS should be more than just a clearinghouse. Many CAMPS official believe that one of the system's most serious difficulties is that it is too closely associated with the Department of Labor and State Employment Security agencies. The CAMPS directive, they believe, should emanate from a higher source, perhaps the Bureau of the Budget of even the White House.

Table 6-2

Buy-Ins in Nineteen Skills Centers

Center	Programs Purchasing Services
85	ABE, WIN, Job Corps, State & local programs
30	None
65	WIN, State and local programs
15	CEP (47 slots, 43 enrolled)
90	CEP (120 slots, 78 enrolled)
40	MDTA, Experimental and Demonstration (40 slots, 37 enrolled), WIN (100 slots), State Vocational Education (70 slots, 62 enrolled), CEP (150 slots, 135 enrolled), SER (65 slots, 8 enrolled)
70	None
95	None
60	CEP (130 slots), SER and MDTA individual referrals
80	ABE, apprenticeship programs, State Vocational Education
10	None
55	MDTA Individual Referrals
75	ABE
50	State Vocational Education, WIN (112 slots, 100 enrolled)
45	None
05	State and local programs (133 enrolled)
20	MDTA E & D (20 slots, 12 enrolled)
25	WIN (35 enrolled), CEP (15 enrolled, NYC (3 enrolled)

One CAMPS Executive Secretary prepared a position paper on the CAMPS system. He listed the following recommendations for making CAMPS "more viable in terms of its philosophy and purpose." From the general tone of the interviews it appears that most CAMPS personnel and members would second these recommendations:

1. Funds and staff should be provided to participating agencies and for the CAMPS structure so that the planning system can accomplish more than just the exchange of information. This is necessary if CAMPS is to generate the information to develop, review, and implement annual plans which should include manpower components of projected neighborhood service centers and Model Cities programs as well as serve as an aumbrella or clearinghouse for all relevant manpower programming across the State.

2. Each agency signatory to the CAMPS process should be required to include plans for all of their resources, local, state, and federal, in the CAMPS plan. CAMPS issuances should constitute a mandate to the signatory agency to operate in concert with the other members.

3. The State CAMPS plan should include procedures for evaluation of that plan, and an evaluation should be made of the progress from year to year in overcoming operating problems.

4. Funds should be made available to finance the CAMPS secretariat as well as for in-service training for committee participants.

5. A State MDT staff member should be employed for the purpose of working more fully with area and State CAMPS committees.

6. Prior to formulation of the CAMPS plan, each Skills Center should provide the local and State committee with their potential training capabilities for the year. This available training must be utilized prior to the designation of other sources of training in the same geographical area by any of the participating agencies funded under the Manpower Development and Training Act.

7. Federal funding under national contracts with various public and private agencies should be channeled through State agencies.

MDTA Advisory Committees

MDTA Advisory Committees, which were once an important force in the approval of MDTA Training projects, no longer exert much influence at the local level. In seven of the 17 areas where the 19 Skills Centers are located, there is no MDTA Advisory Committee. In one of these areas, the committee has been merged with CAMPS. Even where committees exist they seldom meet. In one area, the chairman (an Employment Service official) merely canvasses the committee by phone to obtain approval of specific projects after they have been developed. In recent years, the committee has not disapproved a single project, nor has it recommended a single project.

One area reported that its committee met when the Skills Center was founded but hasn't met since. In another area, no member of the State Department of Vocational Education sits on the committee. Two other areas report that their committees never meet.

Only two areas still have what might be termed active MDTA Advisory Committees. In one of these areas, the members are serving on an interim basis, awaiting the appointment of a new committee by the Mayor. This committee has been active in the past, but its chairman claims that the committee never has had adequate staff to perform a real job. "We've turned down projects and recommended projects," he said, "but we never were sure of what we were doing. We had to depend on the Employment Service for our staff work. We should have had our own staff."

The purpose of MDTA Advisory Committees is to consult labor, business, minority groups and other community organizations on the wisdom of instituting various courses, and to seek their advice on courses that should be offered. In the early days of MDTA, labor used the committees to make certain that projects were not funded in apprenticable occupations or otherwise infringing on labor's interest. Business and industrial representatives were more cooperative (another way of saying "less interested"). However, they knew little about the labor market outside their particular industries and were reluctant to oppose organized labor. As a result, the usefulness of Advisory Committees to MDTA was at best limited and at worst obstructive.

In recent years, they have served more or less as "rubber stamps" for the funding of MDTA projects. The Detroit local MDTA Advisory Committee was instrumental in the creation of the Skills Center there, but that was some years ago. Since the advent of CAMPS, MDTA Advisory Committees have been de-emphasized even further. Where committees have been integrated with CAMPS under political leadership, they are performing best. Another factor which has decreased the power of MDTA Advisory Committees has been the rise of minority power. In the only other active committee, several meetings have been "invaded" by minority groups out to confront, not only local labor and management, but their own representatives on the committee as well. The rise of minority power has made it more difficult for labor to block certain projects and has made it more uncomfortable to sit on advisory committees.

Thus, recent experience indicates that MDTA Advisory Committees have lost what little usefulness they may have had. If these committees are to continue, they should be merged with CAMPS or given a staff of their own for research purposes. Executives of large corporations or of small businesses and business agents of local unions are not necessarily labor market experts. If they are to pass judgement on proposed training projects, or suggest new projects, they need research capability. Their own orientation in the private sector, plus the existence of minority representatives on the committees, will assure research of a different nature than that carried on by public agencies.

Summary

1. Eight of the thirteen local CAMPS plans analyzed by ORC were rated complete; two were rated fair and three incomplete. The information most often lacking in CAMPS plans is that concerning manpower and educational facilities, and public and private supportive services. The lack of information in these fields indicates either an unwillingness of key agencies to participate in CAMPS, or an inability of these agencies to forecast their capabilities, especially with respect to supportive services.

2. CAMPS committees have never considered the assignment of specific roles or responsibilities to the various programs operating at the local level. Until CAMPS takes on this problem, it will not succeed as a local coordinating mechanism.

3. CAMPS committees have not taken action to promote "buy-ins" by other programs in Skills Centers, nor to affect occupational offerings, the selection of enrollees, or the mix of training in Skills Centers. Most local CAMPS committees have not attempted to change the way in which funds for manpower programs have been distributed. Where such attempts have been made, they have been unsuccessful.

4. Eight of the 19 Skills Center Directors do not serve on CAMPS committees. Those directors who do serve on CAMPS committees, however, attend regularly, and participate actively.

5. MDTA Advisory Committees no longer exert much influence at the local level. No committees exist in seven of the 17 areas where the 19 Skills Centers are located. If such committees are to be utilized in the future, they should be integrated into the CAMPS system.

Chapter 7

PERFORMANCE CRITERIA

The evaluator's assignment was to assess the validity of the Skills Center concept and the degree to which the concept was approached in practice, not to determine the outcome of Skills Center activities. Nevertheless, the concept cannot be appraised without considering its performance and achievements. Throughout the course of the evaluation, ORC attempted to collect as much data as possible pertaining to Skills Center performance: absentee rates, completion and dropout rates, reasons for dropouts, placement rates, follow-up information and cost data. This chapter reviews that data, but first it is necessary to comment on the availability and utility of that data.

The Availability of Performance Data

Almost all of the performance data analyzed in this chapter had to be compiled on-site, usually by hand counting, or collecting the necessary information and performing the calculations later. In no case was all information available in performance summaries compiled by either the center or the Employment Service; in most cases, none was available in convenient summaries.

Needless to say, information on all criteria was not available for all Centers. Attendance rates are presented for 18 of the 19 centers, completion and dropout rates for 18 centers, placement rates for 13 centers, and follow-up information for 12 centers. Nevertheless, the overall sample in all categories is large enough to provide a significant measure of Skills Center performance.

It should be noted here that if ORC had depended on information provided by either federal or local agencies, literally no information pertaining to performance in other than six centers would have been presented in this report. Comprehensive information was available for only one center. It is significant that not one center knew its absentee rate, only four had any kind of follow-up information, (three of which performed their own follow-up), only two knew their placement rates, and not one center had any more than a vague idea what it cost to produce a completion or placement. Completion, dropout, placement and follow-up rates by occupational category were generally not known by center staffs.

Termination and follow-up forms are filled out and forwarded to Washington via state offices, but none of this information is ever summarized and fed back to center staff. Copies of the individual forms are filed in enrollee files where they are of little use to the agency charged with data collection, the training agent or the enrollee, past or present. This is a situation which requires remedial action. One of the major recommendations of this report is that performance summaries be prepared at the local level and fed back on a periodic basis to center directors and their staffs. In addition, center directors should process attendance figures, both overall and by occupation, and should process their own completion and dropout records, broken down by occupational category. The word "process" is used because most centers already keep the necessary records; they just do not process or summarize the information contained in those records. It is further recommended that once summaries are compiled at the local level, they should be forwarded to the state and federal agencies. These agencies in turn could redistribute the information to all centers throughout the country so that individual centers can compare their performance with others.

Additional comments on each particular performance category are contained in specific sections of this chapter.

Performance Determinants

Various factors affect a center's performance, some of which are outside the control of the center. A Skills Center has far more control over some performance categories than it does over others. A review of these factors for each category follows:

Absentee Rates are affected by:

-- The physical plant and its equipment

-- The attendance demands of individual instructors, or the attendance policy of the center itself

-- The allowance docking practices

-- The degree of disadvantaged served by the center

-- And, to a lesser degree, the location of the center and the availability of transportation

All but the last two of these factors are within the control of the center.

Dropout and Completion Rates are affected by:

-- The length of the course

-- The quality of the overall program

-- The degree of disadvantaged served by the center

-- The options open to enrollees in the local labor market

-- Other options open to the enrollee

Only two of these factors are within the control of the center.

Placement Rates are affected by:

- Quality of instruction
- Reputation of instructors and the Skills Center with employers
- Degree of disadvantaged served by the center
- The quality of the placement effort
- The health of the local labor market

The first two factors are usually within the control of the center; the rest are not.

Job Retention Rates are affected by:

- The health of the local labor market
- The quality of instruction
- Wage rates and conditions of employment
- The degree of disadvantaged served by the center
- Other options open to the enrollee

Only one of these factors, quality of instruction, is within the control of the center.

Any review of performance criteria should differentiate carefully among those factors the centers can and cannot control.

Review of Performance Criteria

Absentee Rates

Absentee rates were compiled from center records. The total number of man-day absences (hand counted on-site at the center) was divided by total possible man-days of attendance. The quotient equals the center's absentee rate.

The average absentee rate for 18 centers was 15.9 percent, ranging by center from a high of 27.1 percent to a low of 5.5 percent. Nine centers had absentee rates of 15 percent or higher; nine were 14.1 percent or below.

Table 7-1

Absentee Rates--18 Skills Centers

Center	Possible Man-Days of Attendance	Number of Man-Day Absences	Rate
All Centers	116,462	18,668	15.9
75	3,707	205	5.5
60	2,966	281	9.5
95	5,100	535	10.5
70	4,883	532	10.9
15	9,806	1,080	11.0
10	4,811	630	13.0
55	4,100	546	13.3
45	10,743	1,512	14.0
40	4,132	583	14.1
80	12,750	1,916	15.0
85	8,201	1,341	16.3
25	2,364	455	19.3
20	8,771	1,736	19.8
90	7,729	1,531	19.8
35	7,752	1,608	20.8
05	3,458	758	21.9
50	17,654	4,297.1	24.3
30	7,349	1,987	27.1

There seems to be a correlation between attendance rates and the types of facilities in which Skills Centers are located. The nine centers with the lowest absentee rates were located in light industrial or campus-like facilities. Four of the nine centers with the highest absentee rates were located in old, traditional schools, three were in former military facilities, one was a former car dealership, and one was a hotel before being converted to a chicken coop.

The racial mix also appears to have an effect on attendance. Three of the nine centers with the lowest absentee rates were "well integrated," two were predominantly "Anglo," one was Mexican-American, and three were predominantly black--two of which were located in the South. Seven out of the nine centers with the poorest attendance were predominantly black.

Three of the top nine were sponsored by community colleges, two by county boards of education, two by local school systems, one by a state agency, and one by a private firm. Seven of the centers with the highest absentee rates were sponsored by local school systems, one by a state agency, and one by a township.

Six of the centers with the lowest absentee rates were serving the least disadvantaged clientele (see Table 2-5, page 2-14); nevertheless, three centers with low absentee rates were serving highly disadvantaged enrollees, including Center 70, which, according to Table 2-5, was serving the most disadvantaged enrollees of all 19 centers. The other two low absentee centers were rated fifth in Table 2-5.

The following composites emerge from this analysis:

A Skills Center with a low absentee rate is apt to:

- Be located in a campus-like or light industrial facility
- Have a predominantly white student body
- Be sponsored by a community college or county board of education
- Be serving a less disadvantaged enrollee than centers with high absentee rates

A Skills Center with a high absentee rate is apt to have the following characteristics:

- Be located in a traditional school or converted military facility
- Have a predominantly black student body

-- Be sponsored by a local school system

-- Be serving a higher proportion of disadvantaged enrollees

Only two of the 19 centers were located in "ghetto" or poverty areas. Absentee rates were available for only one of these centers: 21.9 percent, third highest of all the centers. On the other hand, eight of the nine centers with the lowest absentee rates were located out of central city areas and claimed to have transportation problems. Apparently "convenience" is not an important factor with regard to the location of a Skills Center, at least if it is offset by "atmosphere" and an integrated or predominantly white student body.

Overshadowing all of these determinants, however, the two factors having the most important bearing on center absentee rates were: (1) the policy of the center toward absenteeism; and, (2) the relative quality of the courses and the instructors.

Most centers with low absentee rates were strict in enforcing attendance policy and shared similar perceptions about the ability of enrollees, regardless of their race, sex, age or degree of disadvantage, to conform to the rules of the center. Centers 70 and 45, for example, which were among those having the most disadvantaged enrollees, do not tolerate excessive absenteeism or tardiness. Center 45 has more "terminations for cause," mostly due to absenteeism, than any other center. Since it is in the top half (eighth) in attendance but is fourteenth in its retention of enrollees (Table 7-3)it may be trading a high dropout rate for low absenteeism.

Many of the high absentee centers, on the other hand, are more lax in their enforcement of attendance policy, and more tentative in articulating rules regarding absenteeism. These centers also share a similar perception about their enrollees, that is that disadvantaged men and women cannot be expected to conform to rules non-disadvantaged workers take for granted. In one center, for example, the student body objected vigorously to a proposed center policy which would have terminated any enrollee who was absent more than 25 percent of the time. The enrollees in this center had become accustomed to discretion in attendance and they were fighting to maintain the status quo. The center's absentee rate was well over 25 percent.

It is possible, of course, to both over and under enforce attendance rules, but the attitude on the part of some center administrators that the disadvantaged are incapable of meeting their responsibilities is condescending. The fact that this attitude is most prevalent in centers which are predominantly black though administered primarily by whites, may indicate a policy built on ignorance rather than understanding and fear rather than good will. In the long run, such policies are defeatist and do more to breed cynicism and destroy esprit de corps than to help the disadvantaged become ready for productive employment. When first enrolling those whose life styles have not involved discipline, it is probably necessary to be temporarily lenient and understanding. Sooner or later, however, the enrollee, if he is to find employment success, must learn to submit to industrial discipline.

Table 7-2

Absentee Rates by Occupational Offerings
(Percentages)

Course	Absentee Rate	Rank	Degree of Disadvantage
Food Service	13.2	1	1
Non-Auto Repair	13.6	2	5
Production Assembly	14.0	3	2
Welding	17.2	4	7
Production Machine	17.2	4	8
Clerical and Sales	17.6	6	4
Automotive	17.6	6	9
Health Occupations	18.7	8	10
Other	19.0	9	5
Building Maintenance	20.6	10	3
All Courses	17.3	--	--

Note: Absentee rates for occupational offerings do not include prevocational and other non-skill courses. There is, therefore, a 1.4 percent variance between the average for all occupational offerings (17.3 percent) and the overall average contained in Table 7-1 (15.9 percent).

All courses in all centers cannot be outstanding, but where outstanding courses exist, absentee rates are low. This is as true in disadvantaged centers as it is in the less disadvantaged centers. For example, the absentee rate for a Machine Shop course in a center which had an overall absentee rate of about 25 percent, was only 6.8 percent. In the center with the lowest absentee rate (5.5 percent), an outstanding Diesel Mechanics course had a rate of only 1.8 percent. The rate for an excellent Welding course in a center with an overall rate of 14.1 percent was only 8.6 percent. These are just a few examples of how absentee rates vary according to the quality of the course and the dynamism of the instructor.

There are also persistent differentials in absentee rates by training occupation, but they are less easily explained than absenteeism by center.

The range between the highest and lowest rates is much narrower (7.4 percentage points) for occupational offerings than for centers (21.6 percentage points), but the most surprising rates are those for Food Service and Production Assembly, both of which enroll the most disadvantaged trainees. These courses have the first and third lowest absentee rates. Because the most severely disadvantaged enrollees are placed in these offerings, high absenteeism might be expected. However, five of the ten Food Service courses surveyed were offered in the centers with the lowest absentee rates, and two of the three Production Assembly courses were offered in centers with the lowest rates. The low rates for these relatively unpopular courses enrolling the most disadvantaged may reflect the disciplined settings of these centers. That both Food Service and Production Assembly have lower absentee rates than courses which enroll less disadvantaged enrollees is further evidence that the "hard core" disadvantaged are not necessarily less responsible than the "soft core."

Completion and Dropout

Dropout and completion rates are available for 18 of the 19 centers. To obtain this information, hand counts of both school and Employment Service records were made. Local Employment Service offices do not make summaries of MT 102's (completion forms). Hence in order to use MT 102's, individual folders had to be pulled and counted. In most cases, enrollment books kept either by the schools or the Employment Service were used as source material. These books listed every enrollee who entered the Skills Center during a program year, the date he entered, the date he was terminated, whether he was a completion or a dropout, and in some cases, whether or not he was placed. Some of the information has been drawn from ORC Information Sheet #7 (Operational Levels) by means of which completion and dropout rates can be calculated as far back as 1965. The rates contained in this report are for the program year immediately preceding current programs. In some cases, this was fiscal year 1969, and in some cases it was a calendar year beginning at various dates either in 1968 or 1969.

The overall completion rate for 18 centers was 61.8 percent, ranging from a high of 74 percent to a low of 50 percent. The overall dropout rate was 38.2 percent, ranging from a low of 26 percent to a high of 50 percent. For the purposes of this report, dropout means any enrollee who entered, but failed to complete the course.

Table 7-3

Completion and Dropout Rates--18 Centers
(Percentages)

Center	Completion Rate	Dropout Rate	Rank	Absentee Rate Rank[a]	Degree of Disadvantage Rank[b]
All Centers	61.8	31.2	--	--	--
10	74	26	1	6	15
55	73	27	2	7	17
25	71	29	3	12	NA
70	71	29	3	4	1
05	71	29	3	16	NA
35	65	35	6	15	12
90	64	36	7	14	9
75	61	39	8	1	16
15	61	39	8	5	10
50	60	40	10	17	8
85	59	41	11	11	4
60	59	41	11	2	14
95	59	41	11	3	7
45	58	42	14	8	5
40	54	46	15	9	3
80	52	48	16	10	13
65	51	49	17	NA	2
30	50	50	18	18	9
20	NA	NA	--	13	10

[a] The higher the rank, the higher the absentee rate.

[b] The lower the rank, the greater the proportion disadvantaged.

NA--not available.

The same criterion was applied to each center for consistency. Actually, however, dropout and completion rates are defined differently by the various centers. Most take what might be described as the "super honest" approach and list every enrollee who failed to complete an entire course as a dropout. Others list only those who failed to complete a training objective as a dropout. A training objective could be only one module in a whole cluster of steps within an occupational offering. In some cases, enrollees who stop coming to class may be described as "early completers." Such designations may be perfectly legitimate, but not one center has a working definition of the term. The temptation to list some dropouts as early completers, or as having completed their training objective is ever present. What is needed are official definitions or guidelines for defining all three of these terms: dropout, training objective and early completer. Until this is done and all centers follow the guidelines, the term "dropout" will remain ambiguous.

Some correlation appears to exist between the degree of disadvantage and completion and dropout rates. Seven of the nine centers with the highest dropout rates are among the more severely disadvantaged centers. However, Center 70 which ranks number one in degree of disadvantage has the third best completion rate of all 19 centers, and Center 90 which is ranked ninth in degree of disadvantage has the seventh highest completion rate. Conversely, two centers serving lesser disadvantaged clienteles are among those with high dropout rates.

Contrary to expectation, those centers which take a hard line on absenteeism, in general, do not have significantly higher dropout rates than other centers. Five of the centers with the highest completion rates also have low absentee rates. Four of these five centers are either well integrated or predominantly non-black. Four centers (two predominantly black) which have low absentee rates are among those with higher dropout rates.

Perhaps the biggest factor affecting completion and dropout rates, however, is the area in which the center is located. All of the centers with low dropout rates are in rural or relatively small metropolitan areas; most centers with high dropout rates are located in large metropolitan areas. It may be that in the larger cities, more options are open to enrollees, thereby creating larger dropout rates. This factor, of course, is outside the control of the center.

Information on the reasons for dropping out is incomplete in most centers and inconsistently kept in almost all centers. The code numbers furnished by the Manpower Administration are used, but centers add reasons of their own, some of which overlap. In addition, the largest category in all centers is a combination of "unknown" and "other," which, of course, is of no help in understanding the problem.

From Table 7-4 we can surmise the following:

-- Involuntary dropouts are a negligible portion of the total.
Close to half the involuntary dropouts come from one center.

Table 7-4

Summary of Reasons for Dropouts--Ten Centers

Category	Total	Percentage of Total	Percentage of Voluntary
Total	1,739	100	--
Involuntary	120	07	--
Voluntary	1,619	93	100
Unknown	557	31	34
Known	1,062	69	66
Illness	232	13	14
Poor Attitude	192	11	12
Lack of Progress and Interest	155	09	10
Found Employment	112	06	07
All Others[a]	371	23	23

[a] Returned to school (18), Armed Forces (59), moved (41), alcohol-drugs (53), care of family (42), financial (34), jail (31), pregnancy (26), domestic problems (26), personal problems (23), transportation (8), transfers to other programs (8), language problems (1), deceased (1).

-- Of the category listed as "unknown," 310 fall into the "other" category. This represents 18 percent of the total surveyed. If "other" could be broken down, our information on dropouts would be more complete.

-- Poor attendance and lack of progress and interest account for 22 percent of all voluntary dropouts. These categories indicate motivational problems. It is probable that a sizable portion of the unknowns also fall into the "lack of motivation" category, and even some of those listed under "illness" might be better listed under one of the motivational categories. If these suppositions are true, "lack of motivation" may be the most important single reason for dropouts. This indicates a need for innovational orientation and prevocational programs to develop motivation and build confidence in newly enrolled trainees.

Job Development and Placement

The Employment Service has primary responsibility for job development and placement, although it is roughly estimated that about one-half of the placements are made by instructors. With the exception of five centers, most instructors and other center staff complain about ES job development and placement activities. Some claim it is non-existent; others say that the effort is so slight as to be of little value.

The ES responds that instructors place only high achievers--enrollees upon whom they are willing to stake their reputations. The low achievers are sent to the ES for placement. The ES defense appears to be true, but how well does the ES serve its low achievers? What constitutes "job development?" How good are ES contacts with employers? What kind of assessments do ES placement officers perform for "job-ready" enrollees?

To find the answers to these questions, ORC interviewed ES job development and placement officials in 18 of the 19 centers. They were asked the following questions:

-- How soon before completion does a placement officer see an enrollee?

-- What takes place at this pre-completion interview?

-- What does "job development" mean?

-- Does "job restructuring" mean anything to you?

-- How much help is the Job Bank?

The quality of the ES placement operation was found to depend upon two factors: (1) whether ES job developers and placement officers were on site at the Skills Center, and (2) whether specific persons were assigned solely to the placement of Skills Center completers. Only six of the 19 centers had ES job developers and placement officers on site, and it was only in these six centers that Skills Center enrollees received "custom" attention from ES placement officers.

In the 14 centers where ES placement officers were not on site, the process was as follows:

-- Approximately two weeks before the enrollee is scheduled to graduate, he meets with the ES counselor who is not a placement officer. The counselor advises the enrollee of the services available at the local office and may refer him to a specific placement officer.

-- The enrollee may or may not visit the local office. It is entirely his option.

-- If he goes to the local office, he may find himself in an office specifically designed to serve the disadvantaged, an office which specializes in placements in his particular craft, or a conventional all-purpose facility.

-- If he goes to an office designed specifically for the disadvantaged, he may be assigned to a placement officer who works in conjunction with job developers, a placement officer who does both job development and placement, or to an employability team, consisting of a counselor, job developer or placement officer, and an aide or "coach." If he goes to either of the other kinds of local offices, he sees a placement officer who deals with both the disadvantaged and non-disadvantaged.

The system has several shortcomings: (1) the enrollee may never report to the local office; (2) if he does report, he may not properly identify himself as a Skills Center enrollee or graduate; (3) it is unlikely that a proper assessment of his potential will be made since local office placement officials seldom call instructors; (4) if after visiting the local office once, he fails to return, the chances are that no one will have time to seek him out and bring him back; and (5) he loses his identify as a Skills Center enrollee and becomes either part of a caseload consisting of persons from other programs or just part of the usual local office traffic.

Where job developers and placement officers are on site, their sole responsibility is to find jobs for Skills Center enrollees. Throughout the course of an enrollee's training, they have personal relationships with instructors, counselors and the enrollees themselves. The placement office is convenient to the enrollees; they can visit the office between classes. Relationships with employers are developed and many of them eventually use the center as a recruitment source. Cooperation between instructors and ES placement personnel is facilitated, and the overall relationship between the center and placement staffs generally becomes quite close.

Obviously, the latter is the better system for the Skills Center enrollees. The evaluation team observed three excellent and two good on-site placement operations. A description of the most structured of the three rated as excellent illustrates the superiority of the on-site system.

- Approximately one month before completion, the enrollee meets with a placement officer. The enrollee and placement officer review together the enrollee's record, and what kind of job he expects to find after he has completed training.
- Two weeks before completion, the enrollee meets again with the placement officer. Using an information sheet which outlines what the enrollee should be able to do in his particular craft, the placement officer asks him whether he believes he is capable of performing each function.
- The placement officer then checks the enrollee's answers with the instructor and notes all discrepancies.
- The enrollee and placement officer meet again to narrow down the kinds of jobs for which the enrollee qualifies.
- The placement officer then works with the enrollee in filling out a pocket-size card which contains all the information the enrollee will need to fill out application forms such as references, social security number, etc.
- The placement officer then sets about trying to find the enrollee a job. He may contact employers who frequently hire center graduates, contact new employers by phone, search the want ads, scan the Job Bank Monitor, or consult instructors.
- In many cases, the placement officer will accompany the enrollee on the job hunt, and, if the applicant finds it difficult to sell himself, the placement officer will make the pitch for the enrollee. The idea is not necessarily to sell the employer on hiring the enrollee, but to teach the enrollee, by example, how to sell himself.

-- If the enrollee finally finds a job, the placement officer calls the employer in a week to ascertain how well he is doing, and calls again in a month to see if he is still on the job. If the enrollee is no longer employed on that particular job, the placement officer tries to contact the enrollee to ascertain his employment status. If he is unemployed, he is invited back to the placement office for additional help.

Two other centers perform the same services on a less structured basis, and three additional centers come close to the excellence of this operation. Placement operations similar to this should be in operation in every center.

Of the 13 centers which do not have on-site ES placement operations, seven are rated as poor and six as fair. The difference between fair and poor is generally the difference between offices specifically designed to serve disadvantaged persons and those that are merely conventional ES local office operations.

Job Development: ES job developers have heard of "job restructuring" and understand what it means, but do not attempt to promote it. Job restructuring, to most ES placement officers, is a nice concept, but is too complex to carry out on anything other than a long-term basis. For people who are looking for a job now, job restructuring is of little help.

To the Employment Service, job development means finding a suitable existing job for a particular applicant. The means of finding these jobs are for the most part conventional:

-- Establishing contacts with employers

-- Scanning want-ads

-- Calling particular kinds of employers by phone

-- Contacting trade associations and unions

-- Scanning the Job Bank monitor

Job Bank: In every local Employment Service office visited by the ORC team, job developers complained that the Job Bank was not only of no help in serving the disadvantaged, but also hindered their job development activities. ES offices now urge employers to call their job orders into a central Job Bank exchange, thereby bypassing job developers. As a result, job developers have lost employer contacts, although many employers who have established good working relationships with particular job developers still work through them rather than the Job Bank.

Cheating on the Job Bank is a common practice in local offices. When a placement officer or job developer receives a job order from an employer, he is supposed to call it in to the Job Bank immediately. What is actually happening with increasing frequency is that placement officers place their orders "under the blotter" and do not call them into the Job Bank until they have been filled by one of the placement officer's clients.

This could become a serious problem for job developers assigned specifically to disadvantaged enrollees. If employers bypass job developers on the excuse that their orders are called into the central Job Bank Exchange, and if job developers must give other placement officers equal opportunity to fill jobs they have developed for the disadvantaged, the whole job development program could collapse. Furthermore, if job developers are forced to discontinue cheating, the better jobs they develop for the disadvantaged may be taken by more qualified applicants. In concept the Job Bank is expected to increase the total number of job opportunities known and available to every client, including the disadvantaged. If having to share the job prospects developed reduces the motivation of job developers or if the use of the Job Bank is not structured to give preference to disadvantaged clients, the latter, including Skills Center graduates, may have reduced rather than increased access to jobs.

Placement Rates

Placement rates and follow-up information were the most difficult data to obtain. Information was not available from the Manpower Administration, and in most areas summaries of placement information was not available from local ES offices or from the centers. To obtain comprehensive placement data on all centers, both by occupational offering and overall, it would have been necessary to pull the MT 2's from all enrollee files in all centers. This would have taken too much time, and would have been an imposition on the local offices involved. Placement information contained in this report is derived from one of four sources: (1) summaries prepared for ORC by on-site ES Job Development staff (two centers), (2) hand counts of ES or center log books which contain the records of individual enrollees (six centers), (3) hand counts of ES or center index cards containing individual records (three centers), and (4) summaries prepared by ES local office staff (two centers).

The information is based on a review of the records of 3079 completers in 13 centers. This is an adequate sample for judging overall placement rates, but the sample for three centers is too small to provide an accurate measure of their particular performances. Because nine of the centers for which placement rates are available are serving the most disadvantaged enrollees and one is not included in the enrollee characteristics analysis, it is not possible to compare center placement rates with the "degree of disadvantaged" category. Placement rates are available, however, for two of the least disadvantaged centers. They have the second and third highest placement rates of the 13 centers.

Table 7-5

Placement Rate of Completers--13 Centers

Center	Number of Completers	Number of Placements	Percent	Rank	Percent Training Related
65	144	134	93.1	1	NA
55	217	189	87.1	2	82.5
15	97	84	86.6	3	81.0
50	245	210	85.7	4	94.3
95	823	674	81.9	5	90.4
40	56	44	78.6	6	NA
45	345	267	77.4	7	61.8
25	46	30	65.2	8	NA
35	274	168	61.3	9	94.6
70	43	26	60.5	10	34.6
30	298	178	59.7	11	85.4
85	244	102	41.8	12	43.1
90	247	95	38.5	13	100.1
Total	3,097	2,201	71.5	--	84.1

NA--not available

The graduates included in this sample completed their training either during the present program year or in the year immediately preceding the present program. The overall placement rate was 71.5 percent; 84.1 percent of all placements were training related.

The fact that 2201 enrollees, most of them disadvantaged, were placed in jobs, approximately 84.1 percent of which were training related, speaks well for the Skills Center program. Job retention rates will be discussed in the section on follow-up, but regardless of retention rates, a 71.5 percent placement rate is a tangible, measurable accomplishment that cannot be underestimated. This accomplishment is further enhanced by the fact that the majority of centers in the placement sample were training the most disadvantaged enrollees, and that many of the enrollees were placed during a period of rising unemployment in most areas of the country.

Placement Rates by Occupation: As might be expected, Health Occupations had the best overall placement record, and Building Maintenance the worst. Food Service has a surprisingly good placement rate, fifth behind Health Occupations, Automotive and Production Assembly and Clerical and Sales. Food Service also has the lowest absentee rate (Table 7-1) of all occupational offerings. It would appear, therefore, that Food Service is a more successful course than is generally believed. However, most counselors and placement personnel claim that the jobs in which Food Service graduates are placed are low wage, menial positions with little or no upward mobility. It is unclear whether these jobs could have been obtained without the training. Most incumbents are untrained, but the disadvantaged may need training to compete on an equal basis with them.

The category "Other" (sewing courses, bulldozer operator, meatcutter, fork-lift operator and drafting) has the second lowest placement rate. Two offerings, drafting and various sewing courses, cause the low rate in this category. Several of the sewing courses are for occupations in which the wages are low. It is difficult to train educationally disadvantaged enrollees to be competent draftsmen or "alteration tailors" within the time available for Skills Center training.

Follow-Up

In eight of the 18 centers where ES follow-up personnel were interviewed, follow-up information was not available. In three of these areas, ES staff frankly admitted that they were making only a half-hearted attempt to complete MT 103's, the standard follow-up form. They cited lack of staff as the reason. Most ES MDTA personnel believe it is unreasonable to expect thorough follow-up on the completers of all manpower programs. Even in areas where the ES is performing a creditable job on follow-up, local ES managers, as well as Skills Center directors and their staff are completely unaware of the information being compiled. Summaries of the MT 103's are not made for local use. Instead, they are sent through area and state channels to the Manpower Administration in Washington. No reports are fed back to the local office or to the Skills Center staff.

Table 7-6

Placement Rates by Occupational Offerings--13 Centers

Courses	Number Completed	Number Placed	Percent	Rank	Percent of Placements Training Related
Health Occupations	346	285	82.4	1	98.6
Automotive	416	311	74.8	2	78.3
Production Assembly	101	74	73.3	3	87.3
Clerical and Sales	769	539	70.1	4	91.1
Food Services	203	141	69.5	5	88.0
Machine Operator	388	264	68.0	6	87.3
Welding	219	135	61.6	7	93.1
Non-Auto Repair	63	37	58.7	8	82.6
Other	183	95	51.9	9	50.0
Building Maintenance	104	53	51.0	10	97.5

The information contained in this report was obtained by "pulling" individual files and checking, by hand, the information contained on the MT 103's. In one area, Center 40, the ES had excellent summaries of follow-up information. ES follow-up personnel were patient and cheerful in helping ORC to obtain this information. These anonymous workers are doing an outstanding job in at least 11 of the areas surveyed by ORC. It is unfortunate that their work seems to go unnoticed by their superiors and that no use is made of the information they compile.

The Skills Centers themselves performed follow-up surveys in five of the 19 centers. Although the centers were more succeesful in contacting ex-enrollees, there was very little difference between ES and center surveys in the percentage of ex-enrollees contacted who were working. The centers managed to contact nearly 89 percent of the ex-enrollees as compared to 58 percent for the Employment Service. The centers found 63 percent of those contacted to be employed, 85 percent in training related jobs; the Employment Service found 60 percent employed, 80 percent in training related jobs.

It may be that following up on all completers of all manpower programs is a "mission" which can legitimately be described as "impossible," at least with the staff presently available. The fact that there is only a 3 to 5 percent difference between ES and center findings, despite a 31 percent difference in the number of ex-enrollees contacted, suggests that better follow-up information might be obtained if a thorough follow-up were performed on a statistically feasible sample of completers. Certainly the difficulty in obtaining follow-up information has been a

Table 7-7

Summary--Follow-Up Information

		Contacted		Employed		Training Related	
ES--School Follow-Up By Center	Re-searched Number	Number	Percentage of Re-searched	Number	Percentage Contacted	Number	Percentage of Employed
Employment Service							
3 Month Follow-Up							
10	163	43	26.4	30	69.8	INA[a]	
20	195	111	56.9	41	36.9	17	41.5
30	64	52	81.2	26	50.0	INA	
35	25	10	40.0	6	60.0	4	66.7
40	56	45	80.4	43	95.6	32	74.4
45	64	35	54.7	17	48.6	INA	
55	158	38	24.0	22	57.9	INA	
70	5	5	100.0	5	100.0	INA	
75	47	47	b	25	53.2	INA	
85	61	51	83.6	20	39.2	13	65.0
90	232	134	57.8	78	58.2	61	78.2
3 Month Total	1,070	571	51.2[c]	313	55.0	127	68.0
6 Month Follow-Up							
30	67	54	80.6	25	46.3	INA	
40	44	33	75.0	27	81.8	17	63.0
85	33	30	90.9	11	36.7	8	72.7
90	232	127	54.7	77	60.6	63	81.8
6 Month Total	376	244	65.0	140	57.4	88	76.5
Other Follow-Up							
(Special) 80	249	159	63.9	154	96.9	152	98.7
(30 day) 85	85	71	83.5	20	28.2	13	65.0
Other Total	334	230	68.9	174	75.6	165	94.8
Employment Service Total	1,780	1,045	57.6[c]	627	60.0	380	79.7
School Sponsored Follow-Up							
(3 month) 05	70	59	84.0	50	84.8	INA	
(1 year) 10	220[d]	220	100.0	148	67.0	INA	
(2 year) 10	300[d]	235	78.0	179	76.0	INA	
(1 year) 35	420	398	95.0	179	45.0	149	83.0
(Various) 50	241	199	83.0	145	73.0	124	86.0
School Sponsored Total	1,251	1,111	88.8	701	63.0	273	85.0

---

[a] Information not applicable--INA.

[b] Sample of 47 returns--rate not determined.

[c] Less Center 75.

[d] Includes both dropouts and completers.

recurring theme of both ES and training agent officials. But though everybody talks about follow-up, nobody does anything about it. The least that should be done is that whatever follow-up information is compiled, regardless of how incomplete it may be, should be fed back to the directors, instructors and counselors in the training institutions.

Comparisons between center placement rates and retention rates were available for six centers. Although it is difficult to draw any hard conclusions from such a small sample, the information seems to indicate that there is correlation between placement and retention rates. The experience of two of the six centers indicates that the percentage of training-related placements may also have some bearing on job retention. Center 55, for example, has a placement rate of 87.1 percent, but the percentage of its training-related positions is slightly lower, 82.5 percent. This center drops from first of the six centers in placement to fourth in retention. Center 90, on the other hand, has the lowest placement rate, but the highest training related placement rate, climbing from last in placement to third in retention.

Table 7-8

Comparison of Placement and Retention Rates--Six Centers
(Percentages)

Center	Placement Rate	Rank	Training Related	Rank	Retention Rate	Rank
55	87.1	1	82.5	4	57.9	4
40	78.6	2	NA	--	80.4	1
35	61.3	3	94.6	2	60.0	2
30	59.7	4	85.4	3	50.0	5
85	41.8	5	43.1	5	39.2	6
90	38.5	6	100.0	1	58.2	3

NA--Not available.

Follow-Up by Occupation: There is strong evidence that the retention rates for occupations in which the majority of women are placed are lower than male occupations, even though initial placement rates are higher. In each of the occupations in which a majority of men are placed, retention rates generally improve on successive follow-up reports; the opposite is true for occupations in which women are placed. The cause is likely the labor force instability of women workers rather than any fault of the centers and ES.

Table 7-9

Retention Rates by Occupations--13 Centers
(Percentages)

Course	Placement Rate	Rank	Three Month Retention	Six Month Retention
Health Occupations	82.4	1	54.8	45.0
Automotive	74.8	2	63.8	72.4
Production Assembly	73.3	3	75.0	85.7
Clerical	70.1	4	51.9	48.7
Food Services	69.5	5	75.9	55.2
Machine Operator	68.0	6	41.9	62.5
Welding	61.6	7	58.3	58.8
Other	51.9	8	35.2	37.5
Building Maintenance	51.0	9	30.8	60.0

Enrollee Identification

A hypothesis of some interest to administrators of the Skills Center program has been that enrollees would come to identify with the Skills Centers in much the same way that high school and college students develop special loyalties to their alma maters. The results of interviews with enrollees indicate that it is extremely difficult to define enrollee identification, let alone measure the extent to which centers are able to attract the loyalty and affection of enrollees. If enrollee identification is defined as active participation in center affairs, school spirit in the high school or college sense, or post-graduation support for the institutions, such enrollee identification does not exist in most centers. If, on the other hand, enrollee identification is defined as a belief on the part of trainees that the centers are relevant to their employment needs, the evidence indicates that such identification does exist in most centers. With regard to the first point:

-- Thirteen out of the 19 centers have some kind of a student government. In some centers, it is called an "Advisory Committee," in others a Student Council or similar title. In only two centers, however, does the majority of enrollees identify with the student government in a meaningful way.

- -- Formal "alumni associations" do not exist in any of the centers, but three centers stage annual picnics and other affairs which draw a good many ex-enrollees.
- -- Most enrollees say that the major difference between Skills Centers and regular schools are: (1) the payment of allowances, and (2) that the enrollees are older and therefore more serious about finding work than they were in high school.
- -- Relatively few completers return to the school to visit counselors and instructors; those that do are usually the more successful graduates.

When enrollees were asked whether they would attend the center if allowances were not available, the general response was ambiguous. Older enrollees and females tended to say that they would attend; younger enrollees and males tended to say that "they couldn't afford to attend" without allowances.

On the other hand, virtually all the enrollees interviewed expected that their ability to find satisfying, good-paying jobs would be improved by the Skills Center experience. Most said that they did not consider the Skills Center a "school," but something between school and work. Their attitude toward the Skills Center was quite different from their attitude toward their high schools. Enrollees still identify with their high school athletic teams, regardless of whether they dropped out or graduated. If sometime in the future they are asked what school they attended, they will be most apt to name their high schools, not the Skills Center. This is primarily because they see a vast difference between the purpose of high schools and Skills Centers. High schools are part of the neighborhood, part of their youth, part of growing up; Skills Centers prepare them for employment.

Not one enrollee interviewed volunteered information about Skills Center staff, instructors or counselors. When asked the major difference between center instructors and counselors and those in other schools, the most frequent response was that in Skills Centers enrollees are treated as adults rather than as students.

Staff Interviews: Fifty-three administrative staff were asked the following question: "Do you have any evidence that enrollees identify with this center and consider it their alma mater after they have left?" Of the 53, 17 had either no comment or could cite no evidence of enrollee identification. The positive responses were as follows:

- -- Good or best completers return to the center (15 citings)
- -- Even poor students return to the center (three citings)
- -- Enrollees refer others to the Skills Center program (six citings)

-- Good reputation in the community (two citings)

-- Letters from ex-enrollees to center (two citings)

-- Purchase and wearing of class rings (two citings)

-- Enrollees "find a home" or are reluctant to leave and find jobs (seven citings)

-- Enrollees request additional copies of diplomas (one citing)

In seven centers, staff commented that open-endedness which encourages enrollees to complete their programs and be placed individually vitiates class identification and reduces enrollee identification with the centers.

Institutional Change

One possible contribution of MDTA Skills Centers might have been development of innovations which were then adopted by more conservative institutions. A comprehensive study of the effect of the MDTA program in creating institutional change is well beyond the scope of the ORC evaluation. However, certain trends have been identified which indicate that MDTA may be encouraging significant institutional change, especially within State Departments of Vocational Education. Further study is necessary to verify these developments, but they are worth noting in this report.

-- The Skills Center program is being used as a recruitment source for vocational education instructors in many areas. Many ex-Skills Center instructors have gone on to higher positions within the regular education system.

-- The development of adult Regional Occupational Centers and Area Trade Schools in some areas may have come about as the result of pressure exerted by MDTA programs, especially Skills Centers.

-- In several areas Skills Center concepts have been incorporated in the development of new community colleges and the reorientation of established community colleges. In fact, one new community college has been actually built around the Skills Center concept, even to the extent of adopting the open entry concept for all courses.

-- In some areas, high school vocational education courses have been changed to correspond with Skills Center concepts. In one city, plans are on the drawing board for creating a chain of neighborhood "Skills Centers" under local school auspices throughout the city.

These are merely indications that Skills Centers and MDTA in general may be having a substantial affect on the nation's vocational education system. This could be a profitable area for future study.

Summary

Review of all available performance criteria, with the possible exception of dropout rates, reflect positively upon the Skills Center program. The following conclusions emerge from ORC's analysis of performance criteria:

-- The overall attendance rate for Skills Centers (84.1 percent) compares favorably with attendance rates in the public schools.

-- Completion and dropout rates could be improved, but even considering present rates, the cost per completer is a low $1397. The overall dropout rate of 38.2 percent seems high, but it should be remembered that this is a rate based on the tighest possible definition of "dropout"--that is, an enrollee who does not complete the entire course. Enrollees who complete "training objectives" and "early completers" are counted as dropouts.

-- The overall placement rate for over 2000 completers was 71.5 percent. The average cost per placement was $2214. Considering that placement rates include information from nine of 13 centers which enroll a severely disadvantaged clientele, and that the ORC survey took place during an economic downturn, the record appears laudable.

-- ES follow-up information indicates that approximately 60 percent of the enrollees placed remain employed six months after their graduation; center follow-up (which covers enrollees who have been out of the Skills Center between one and two years) indicates a 63 percent retention rate.

Lack of comparison with control groups, other manpower programs, or even the past experience of these same enrollees makes it difficult to judge what these performance rates mean in terms of relative success or failure.

Completion of the MDTA Outcomes Study

One of the three other companion evaluations to this report should provide comparisons between Skills Center and non Skills Center MDTA programs. No other manpower program except Job Corps uses skill training as a route to employability. The evaluators can only express their judgment at this point that considering the economic environment at the time of the evaluation, the performance data support positive conclusions about the Skills Center program.

Chapter 8

EXAMPLES OF SKILLS CENTER PRACTICES

One of the assignments of this evaluation was to identify and to document activities being brought to the attention of other centers. Programs were selected on the basis of being (1) applicable to the solution of problems common to many centers, and (2) representative of the best of present practices in Skills Centers. It was not possible to document some impressive programs because of the absence of written materials or performance records. Documentation is sketchy for some of the programs described in this chapter, but all have elements, usually modest ones, which are superior to general practice.

Employment Service Contributions

McNamara Skills Center--Detroit:

A complete ES local office is located on-site at the McNamara Skills Center. All ES responsibilities in connection with the center are carried out by the on-site office, including: development of MT-1's, selection and referral, job development and placement and follow-up counseling . A staff of 58 persons including ing four aides carry out these functions. The counseling operation is the sole responsibility of the Employment Service.

There are drawbacks in having a local ES office staff on-site at the Skills Center. The ES presence is so large that it calls attention to itself and invites criticism from both center staff and enrollees. An additional source of aggravation is that the Skills Center director does not have control over one of the program's most vital programs--counseling. As a result, the 15-man counseling staff is often the subject of instructor and enrollee criticism. This places the ES staff, particularly the counselors, in a difficult position and makes their job a good deal more difficult than it should be.

The positive aspects of the Detroit ES operation, however, far outweigh the negative. There is more cooperation between center staff and the ES in the development of MT-1's, and there seems to be a greater recognition in Detroit of the need for a wider range of course offerings, especially for women. Center completion, dropout (including reasons for dropouts), placement and follow-up records are meticulously kept and available to both ES and center staff.

The Detroit Center has the most structured job development program of all 19 centers. Five job developers maintain close contact with enrollees throughout the course of their training. Each of the job developers are assigned one or more of the occupational areas, and has a specific caseload. Approximately one month before completion, the enrollee meets with a placement officer. The enrollee and the placement officer review together the enrollee's record and discuss the kind of a job he expects to find after he has completed training. Two weeks before completion, the enrollee meets again with the placement officer. Using an information sheet which outlines what the enrollee should be able to do in his particular craft, the placement officer asks him whether he believes he is capable of performing each function. The placement officer then checks the enrollee's answers with the instructor and notes all discrepancies. The enrollee and placement officer meet again to narrow down the kinds of jobs for which the enrollee qualifies. The placement officer and the enrollee prepare a pocket-size card which contains all the information the enrollee will need to fill out application form (references, social security number, etc.).

It is the placement officer's responsibility to find the enrollee a job. He may contact employers who frequently hire center graduates, contact new employers by phone, search the want ads, scan the Job Bank Monitor, or consult instructors. In many cases, the placement officer will accompany the enrollee on the job hunt, and, if the applicant finds it difficult to sell himself, he (or she) will make the pitch for the enrollee. The idea is not necessarily to sell the employer on hiring the enrollee, but to teach the enrollee, by example, how to sell himself. If the enrollee finds a job, the placement officer calls the employer in a week to ascertain how well he is doing, and calls again in a month to see if he is still on the job. If he is no longer employed on that particular job, the placement officer tries to contact the enrollee to ascertain his employment status. If he is unemployed, he is invited back to the placement office for additional help.

East Los Angeles Skills Center:

Though less structured than the Detroit job development program, the East Los Angeles ES operation has been successful in using the Skills Center itself as a lure to gain industry recognition. The telephone company, for example, has set up its own training program at the center and has hired more than 600 center enrollees. The list of companies which have used the Skills Center as a recruitment source includes some of the biggest names in West Coast industry, including Stainless Steel Products, Southern Pacific Railroad, Sears Roebuck & Co., and the Bank of America. Representatives of these companies have been invited to visit the Skills Center, participate in meetings at the nearby Human Resources Development (HRD) Center, and to recruit workers on-site. The ES job development staff of two women boasted a 92 percent placement record before the recent economic downturn. Relations between ES personnel and center staff are excellent. Placement records, going back as far as four years, are kept on an individual basis and include even the names of employers who hired individual enrollees. There is a complete exchange of information between ES and center staff.

The on-site ES staff in East Los Angeles is not responsible for recruitment, selection and referral or follow-up. Counseling will be discussed in a later section.

John F. Kennedy Center for Vocational Education--Philadelphia:

Until March, 1970, only one ES counselor was stationed on-site at the Kennedy Center. The counselor, through his own initiative, instituted counseling, placement and follow-up procedures that proved the need for additional staff. The ES operation now consists of a Unit Manager (the original counselor), one Employer Representative, two Interviewers (placement), one aide and one clerical person. Through the leadership of the Unit Manager, this ES operation has become an integral part of the overall Skills Center operation. Relations between center and ES staff are so close that it is difficult for the uninitiated to tell which is which. The Unit Manager participates in all decisions concerning enrollees, and has instituted a placement procedure for completers which is similar, though not as structured, as the Detroit operation. He and his staff maintain excellent relations with Philadelphia employers and, together with the instructors, have compiled an enviable placement record.

Although not responsible for selection and referral, the Unit Manager has designed tests on his own which are used to measure the potential of applicants who cannot meet educational attainment requirements of the center. Many enrollees who otherwise would not have qualified for Skills Center training have been admitted by passing these tests.

In addition, he has devised a follow-up form for his own use which has generated a good deal of valuable information: employment status, employer, occupation, wage rate and contribution of the Skills Center training to job performance.

Counseling

East Los Angeles Skills Center:

In East Los Angeles, the "paper distinction" between ES and center counseling has been eliminated by formal agreement between the two agencies. All counselors in East Los Angeles, whether they be ES or center employees work under one supervisor and perform exactly the same functions. As a result of this action, counseling caseloads have been cut in half, and, according to center officials, the tendency of enrollees to play one counselor against the other has been eliminated. This agreement has resulted in benefits not only to the two agencies, but, even more important, to the enrollees. The need for additional counselors is obvious in nearly every center. It makes little difference whether counselors are supplied out of Skills Center or ES funds since both come from the same MDTA source; what is really important is that there be an adequate number of counselors to serve the enrollees. The individualized nature of the counseling at the East Los angeles Center is a testimonial to the value of augmenting the effective counseling staff by integrating their functions.

This agreement would not work if each agency insisted on supervising its own particular employees. It is to the credit of both the Employment Service and the local schools that such bureaucratic considerations have been put aside. The agreement stipulates that the counseling operation will be under the direction of the Skills Center director. The supervisor of counselors, however, is from the Employment Service.

Community Skills Center--Gardena, California:

Gardena's counseling program is the best articulated and the most structured of the 19 centers. The theme of the counseling program is contained in a memo spelling out the aims of the counseling program:

> Counseling is . . . . an integral rather than a supportive function [emphasis added]. It should enable the training program to be more than a set of mechanical techniques which will produce a product at the end of a given period. It is vital that manpower and development be seen as precisely that, namely, as enabling individuals to emerge with new potentials, new skills, new views of life and new possibilities. Such newness can be as threatening as it is rewarding. In general, therefore, counseling is intended to facilitate the entire development process.

Gardena is the only center that actually allocates time for counseling and utilizes group counseling techniques to accomplish its goals. The goals and techniques of individual and group counseling are well articulated. The counseling staff consists of one supervisor, five full-time counselors and one part-time counselor. The counseling operation is well integrated into the overall program and counselors spend more time counseling in Gardena than in any other of the 19 centers. This is true in spite of the fact that counselors carry the major burden for enrollee discipline and attendance control.

Counselors have specific caseloads, hours set aside for group counseling, "office hours," and other activities. Counselors are also responsible for conducting the orientation program.

Pre-Vocational, Orientation, Employability Training

Pre-Vocational--New York City Centers:

This is the most thorough and comprehensive pre-vocational program observed by the ORC Team. Trainees first enter an orientation session to clarify the purposes of the program. By means of intensive group and individual counseling, tours, inspections, and discussions of the occupational offerings of the NYC center facilities, the enrollees are introduced to the Skills Center program, the self-exploratory process in the pre-vocational phase, and nature of the specific skill training that will follow. This is conducted in one central location for a period of one week. Upon completion, the trainee is assigned to a pre-vocational course in the broad occupational area he has selected.

The pre-vocational aspect of the program lasts an average of 14 weeks. Four hours of a seven-hour day are devoted to exploratory vocational training. An additional two hours of instruction are given in communications and computational skills which are related to the vocational area. One hour every day is spent with a counselor in group guidance. Remedial instruction is also provided as required. At the end of the 14 week period, the enrollee goes on to a specific skills training program.

Pre-Vocational--Bridgeton, New Jersey:

The significant aspect of this program is the flexibility it affords the center in making occupational assignments. A total of 160 of Bridgeton's 300 slots are set aside for "pre-vocational training," without pre-designation by the ES.

Enrollees are processed, tested and given center orientation during the first two days. They are then assigned to a skill class or a series of classes on an exploratory basis. The student may remain on the pre-vocational rolls for up to four weeks before transferring to a skill class. The period depends on student attitude, attendance and aptitude. If a problem should appear, the skill instructor may, after conferring with counselors, refer the trainee back to pre-vocational for further diagnostic work.

Job Focus--Philadelphia:

Job Focus is offered in three segments: eight hours of Initial Job Focus shortly after enrollment, five hours of Mid-Term Job Focus and a five to ten hour Pre-Employment Job Focus near the completion of skill training.

Initial Job Focus starts on the third day after the trainee has completed orientation. Classes are conducted on an occupational basis and the instructors are specialists in the fields for which they are responsible. The first two hours are devoted to adjustment to the training facility, the purpose of Job Focus, description of the courses of study, and the cluster concept. Materials and aids include charts and brochures of individual courses, film strips and recordings.

The next two hours cover the development of a correct attitude toward study, teachers and fellow trainees. The materials used here are related to the occupation and texts are distributed. Many of the materials are instructor-developed work sheets. The last four hours are devoted to the facts of life for the occupational field the trainee has selected.

In addition, related instruction in communications and computational skills are introduced. For example, a machine tool instructor would present reading and use of the micrometer, shop math, identification of tools and shop terminology.

Social adjustment subjects are included, such as consumer economics, family planning, veneral disease control, narcotics and alcoholism.

Mid-Term Job Focus is given approximately eight weeks after completion of the initial portion and is also conducted on a specific occupational basis. Approximately one hour per day for five consecutive days is devoted to each of the following areas:

1. Review of Initial Focus and particular related subjects;
2. Reinforcement of motivation, attendance and punctuality;
3. Helping the individual decide where within the job cluster of his chosen field he would prefer to be employed;
4. Importance of obtaining personal tools, if applicable, wage potentials, entrance levels, etc.
5. Personal appearance and working habits.

A liberal use of materials and aids is employed, including role playing and the group process.

Pre-Employment Job Focus is given when the trainee's name is placed on a spinoff list by the instructor and counselor as being ready for employment. This occurs approximately four weeks prior to graduation and covers:

1. Completing sample application forms, preparing a resume and a letter of application, and proper use of telephone;
2. Personal appearance and grooming and practice interviews;
3. Job search techniques and locations;
4. Techniques of getting and holding a job.

The instructor is required to submit a daily Evaluation Report and a Unit Completion Form as the trainee completes each segment. However, he is encouraged to remain completely flexible so that he can react to both the individual and the collective needs and temper of the group. The course content is under continual review and revision.

Orientation--Hartford:

This program was one of the most impressive and comprehensive orientation and assessment programs observed.

The total program is conducted over a two week period during which the enrollee's time is divided into four main types of activities:

-- Orientation: The world of work, learning how to prepare for a job, how to look for a job, what an employer will expect, etc., as well as information related to successful job performance, e.g., community resources, money management, taxes and other governmental obligations.

-- Exploratory Shop: Actual sampling of all the vocational areas for both men and women. The instructor in each offering submits an evaluation to the counselor.

-- Work Samples: Work samples are a series of job tasks that are measurable in terms of visual accuracy, manual dexterity, finger dexterity and motor coordination. The observer also notes performance in terms of perseverance, patience, ability to work rapidly, attention span, ability to follow directions, and other work habits that can distinguish between success and failure in a given situation.

-- Testing for Communications and Computational Skill Levels: The four areas are tied together by the counselor who periodically discusses with the enrollee his reaction to the various experiences. The counselor then helps the enrollee decide on a vocational goal and formulates a plan to reach the goal. The final assignment is made jointly with the Employment Service Counselor at a disposition conference. It should be noted that as many as eight members contribute to the final evaluation.

Five-Level Principle for Pre-Vocational Training--Hartford:

This program, in the final stages of development at the time of the ORC visit, is designed to provide a foundation in English for non-English speaking enrollees--specifically designed to help them function in regular on-going programs.

The major subject areas covered are: Industrial Arts, Oral Communications, Arithmetic, Reading and Writing, Hygiene, and Human Relations.

Each area is broken into five levels or built up from the simple concept to the complex. Each level has a series of subsections each with sets of performance objectives, which when completed satsifactorily, permit the student to move to the next higher level.

Basic Education

Basic Education--Des Moines:

The approach used in motivating and designing a basic education program for each individual trainee is unique and effective. The center administration recognizes that basic education is a component essential to the needs of the trainees. The enrollee's first two weeks in basic education are considered exploratory. The objective is to put him at ease and get acquainted. Work is structured around open, free expression of the individual's interests, likes and dislikes. Considerable time is spent in the comfortable, well equiped Media Center. Formal testing is played down and not started until the end of the first week. During the second week, the enrollee is oriented to the various basic educational programs and materials. Each is asked to write a paper on "Impressions of Public School before Coming to the Center and How It Affected My Life," which provides considerable insight into the individul's remedial problems.

The materials and test results are summarized and evaluated at the end of the second week. After individual conferences, a suggested program is designed on a completely individualized basis. The acceptance of the program is purely voluntary on the part of the trainee. If he rejects it, he can continue to receive advice and can enroll in the remedial program at a future date if he so chooses.

Credits--Cincinnati:

This is the only center which grants credits toward a high school diploma. Trainees can obtain up to 5 units for academic work completed at the Skills Center. This provides an excellent incentive for young students who dropped out in their senior year to continue until they obtain their diploma. GED is encouraged for the older students only.

ITA--New York:

The ITA (International Teaching Alphabet) program is one of several methods used in the New York Skill Center complex for handling remedial problems, particularly for functional illiterates. Although originally designed for teaching small children, it is being effectively adopted for use with adults in New York City Centers.

Unfortunately, there is a dearth of prepared materials designed for adults. The instructor at the New York City Center, after groping with this problem for sometime, set out to develop his own material. The result is highly innovative and creative. The original materials covered basic word tests and some general interest reading drills. It is now being expanded into occupational areas for tools and other related concepts. In addition, this instructor is developing short stories with cultural and social slants to increase the interest level.

Occupational Offerings

Denver Manpower Training Center:

The Denver Center, as an integrated component of the community college, is able to make available to Skills Center trainees 42 of its 80 occupational offerings. Not included are those which require a full year or more of attendance to complete.

The courses offered include those normally expected to be found in a community college, such as office occupations, mechanical trades, automotive and diesel trades, drafting, merchandising, health occupations, food services, etc. Each course offers a full, wide range of job classifications as opposed to single job objectives frequently found in other Skills Centers. There are also courses, such as surgical technician, data processing, child-care, teaching assistance, land surveying and social worker assistance which are available to Skills Center enrollees.

Three new offerings, unique for Skills Center trainees and unusual for community colleges are outdoor recreation, forest protection and environmental control technology. All are at the forefront of emerging occupations and encompass within a broad and generalized curriculum numerous specific jobs and a broad range of interchangeable skills.

Outstanding Courses

Food Service Course--Cincinnati:

This course has been singled out because of its orientation to food services, rather than to preparation of meals for staff and enrollees. The training objectives have been clearly defined in the areas of Baking, Combination Cook, Counter Work, Short Order Cook and Cashier/Waitress. The training objectives are drawn up weekly and turned over to the cafeteria operator. The cafeteria incorporates into its menu food prepared by enrollees in conjunction with their training. The entire menu, however, does not depend solely on food prepared by enrollees. The attendance record is 88.2 percent and the retention is considerably above average.

Office Occupations--Cincinnati:

This center has the broadest variety of office occupational offerings, and equipment to support the offerings, of any observed. It also has an excellent diagnostic-orientation program to assist the trainee to enroll in the office occupations area most suitable to the trainee's capabilities.

A cluster approach is used as the basis for planning each trainee's path toward the occupational objective. The first two weeks are spent in exploring the full range of offerings. During this time an intensive diagnostic evaluation is conducted which includes testing, work sampling, typing skills and determination of attitudes, aggressions, likes and dislikes, family problems and physical problems. The trainee then selects one of three modules: General Clerical, Stenographer or Typist.

The trainee's progress is closely monitored, primarily through work books. At the end of eight weeks, a formal reappraisal is conducted. The trainee then moves on to a wide variety of specialized modules. Schedules are flexible and tailored to individual needs. Equipment is of the latest model and adequately supplied.

Meat-Cutting--Des Moines:

This is one of the most realistically based programs the evaluators observed. The instructor has had extensive industry experience, is dynamic and extremely enthusiastic about his students and the program. The facility, equipment, freezer boxes, wrapping machines, showcases and materials are exactly the same as those used in local supermarkets. The instructor obtained through open-bid competition a contract to supply 20,000 pounds of meat per month to the Des Moines School System's Cafeterias. The class also does meat-cutting for the Skills Center Food Service Program, and periodically sells to students and staff to cover the retail phase of their training. The program is completely self-sustaining.

Auto Body Course--Des Moines:

The approach employed in this course is unique, innovative and provides a good example of how the concept of individualized instruction can be transformed into a superior vocational program.

The new trainee first receives some basics in metal working, oxygen-acetylyne welding and cutting on individual projects. The instructor, through local dealers, maintains a supply of dented fenders. The student completely repairs, surfaces and paints the fender as a project. Having completed this objective to the instructor's satisfaction, the trainee is assigned increasingly more complex projects working completely on his own. His final assignment is a complete body repair job, including making an estimate and arriving at a final price.

The placement record is in excess of 90 percent. Another interesting technique concerning attendance was noted in this shop. The instructor, if he finds attendance lagging, posts the attendance percentage on the board with the number of potential trainees on the waiting list to enter the course. His attendance average is 89.1 percent.

Urban Indian Program--Phoenix:

The basic objective of this experimental and demonstration project is to focus on employability of Indians residing in the Phoenix urban area and to increase their economic well-being through specialized cooperative training and job placement.

The Arizona State Employment Service provides individual or group counseling and assessment, referral to community services as needed, and supportive and follow-up services during and after training. One phase of the training objective is to provide basic education and communications skills so that trainees will become functionally literate in the English language.

The Cooperative Vocational Education phase of the program utilizes the facilities and personnel of industrial, commercial, retail, wholesale, and service-selling businesses as training stations. Trainees in this course obtain supervised on-the-job work experience in training stations through half-time employment. The cooperative coordinator/instructor provides in-school instruction in subjects directly related to the trainees' work experience and in basic related subjects during the other half of the trainees' time. Although each trainee is trained on-the-job for a specific occupation, the program offers a considerable variety of occupations from which trainees may choose and receive training. They can receive practical training which will prepare them for full-time employment in a vocation of their choice.

Provisions have been made for vocational counseling, both by the coordinator/instructor and employer, to consider the qualifications of trainees enrolled in the program with a view to selecting the trainee who will most likely succeed in that specific occupation. This enables both employers and trainees to be reasonably certain that a wise choice has been made.

The Advisory Committee for this program includes excellent representation from the Indian community, and their involvement and constructive support is most impressive.

Electronics Program--Phoenix:

This is another exceptionally well designed, organized and conducted course. The instructor, working with electronics employers, has developed an excellent course outline and performance objectives. These are constantly revised according to changes in hiring and job requirements, or to make allowance for the varying degree of enrollee capability.

Projects and progress are judged against strict industry quality control standards. The instructor has also developed an extensive number of written materials, audio-visual aids, work samples and other methods for getting various techniques across to the individual student. The attendance rate is 91.7 percent.

Child Care Program--Indianapolis:

This Child Care Training program for para-professionals is an experimental and demonstrational program and is somewhat independent from regular Skills Center operations.

The primary objectives are to develop a Training Career Ladder in the field of Child Care. It starts with a 16 week training program to bring the trainee to entry level. The first two weeks are spent at the center in job orientation, early childhood development, enrichment, games, skills, etc. During the last 14 weeks, the trainee spends three days in OJT and two days at the center, of which two hours per week are spent in Basic Education. OJT assignments are in hospitals, schools for the blind, head-start programs, day care centers, recreation programs and other institutions where children are involved and placement opportunities exist.

Vestibule Program--Detroit

This center is the only one of the 19 that has a formal work-experience training program. According to the center, the term "vestibule" is used to indicate a state of transition. "It refers to an area of diversified training to assist trainees to become adequately prepared to meet the requirements of employment . . . In the context cited, utilization of the term 'vestibule' means that trainees are on the threshold of employment and will increase their chances by first obtaining practical work experience and special assistance in the reinforcement of the necessary skills required. Work stations to which they are assigned often become their sources of employment."

Trainees are usually selected from the more advanced or senior students. Assignments are on a purely voluntary basis. Upon selection they are transferred full time to vestibule training. Coordinators and related instructors provide the trainee with an orientation and take on the responsibility for overseeing their training. The length of training projects has been scheduled up to 26 weeks. Few trainees have actually spent that long on an assignment. Assignments are made only to tax-supported or non-profit organizations. Trainees receive no monetary compensation from such sources but continue to receive their regular training allowance.

Welding Course--Bridgeton, New Jersey:

The course is very well designed, organized and conducted. The course outline and general content is somewhat typical of good welding courses in the other centers. It covers the basic elements of arc and oxy-acetylene with the various types of welds and positions as it applies to various metals and applications. The job projection method is the basis for progression through the course.

The impressive aspect of the program is the close industry contact and cooperation. Training projects are related to specific job requirements of prospective employers. Trainee capabilites and interest are assessed and realistic goals set for each individual. There is also a commitment to go beyond the employer's requirement so that the trainee will be more confident when he goes on the job. A two year follow-up of the graduates showed that 95 percent are still working.

A by-product of the close instructor-industry relationship is the currency of equipment and techniques being taught. This was the only center among those visited where the shield arc gas technique was included along with the other advanced welding techniques such as MIG.

Machine Shop--New York City:

This machine shop program is of high quality generally from the standpoint of equipment, space, excellent housekeeping and motivated students industriously working on their own. However, two factors in particular made this course a standout: (1) A highly refined and well organized application of the project method supported by excellent job sheets and prints permitted students to operate on an individual basis and progress at their own pace. In the advanced projects, students had a variety of choices leading to making some of their own tools and instruments; (2) A wide variety of visual aids--such as micrometers, calipers, scales and other tools and instruments that were particularly effective. Large, oversized working models were machined by students as projects.

Swiss Screw Machine--Brooklyn:

The equipment for this course, a highly specialized Swiss machine, is identical to that used in industry. The instructor works closely with the companies where the trainees will be placed and uses the "Project Method," according to employer requirements in designing projects. Production at industry speed requirements is the utlimate objective. There have been three classes totaling 39 trainees; of these, 37 completed the course, and all 37 have been placed in jobs.

Upgrading--Syracuse:

This center offers upgrading programs for companies in the area. Currently two programs are being conducted in the evenings in Metal Trades (Welding) and Traffic Clerk. The companies are buying the services from the center and refer current employees who are in low-level menial jobs. At the employer's request, the emphasis is on remedial and related training rather than skill training. The results are reported as "satisfactory." It is the only upgrading program observed by the ORC Team.

Diesel Mechanics Course--Abingdon, Virginia:

Although somewhat traditional in its approach, this program illustrates the benefits that can be derived from relevancy, currency, close employer contact and realistic work projects. The statistics support this contention. In a current class of 16, 13 are working, one is in the service, one has been referred to a job in Florida, and one has not yet completed. The overall placement record is 90 percent of all graduates. Attendance for the class is over 98 percent. The topical outline includes the complete range of engine, drivetrain and other functions of all standard makes of diesel powered equipment.

The curriculum is built around 101 job sheets which make up a manual that the trainee takes with him when he graduates. These are supplemented with a wide selection of company materials, manuals, brochures and texts which have been donated to the center through the instructor's contacts. The instructor solicits field equipment from owner and repairs it for the cost of the parts.

Progress is checked primarily on the basis of performance criteria and standards. However, related theory and knowledge are checked by tests. The instructor developed a variety of his own design for each segment. The student selects the type of test with which he feels most confident. The level of test complexity is increased as the trainee progresses in the course. Progress is recorded for each individual trainee and the record is available to him at any time, though it is not posted.

Integration of Courses--Des Moines:

The center director's design for the integration of vocational offerings is unique and commendable. It has resulted in the total involvement of trainees and staff and the creation of a center spirit that is as refreshing as it is unusual. Each program provides a service to others. For instance, Clerical Trainees perform many of the clerical functions for center administrators. They prepare Form 952's for all trainees and expedite their processing. Building Maintenance keeps the center clean and attractive. Automotive and Auto Body classes serve fellow students and staff in an atmosphere of real customer relationships. Meat Cutting not only has a contract to provide meat for the Des Moines School Systems Cafeterias but also to sell to trainees and staff. Distributive services operates a small student store with supplies, books, sundries and clothing. In addition, it is the hub for all center transactions in alterations, automotive, vending machines, sign making and accounting. Tailoring services store customers as well as the student body and staff. Even the Skills Center director has his suits tailored at the center. The Student Council meets all new incoming trainees and conducts the orientation to the center. The counseling offices are in the "Executive Suite" and enrollees are welcome. The center director's sincere high expectations for all trainees and his sharing of responsibilities with them reflect an overall program of extremely high quality.

Curriculum Development, Materials and Performance Objectives

Curriculum Development--Memphis:

This is an excellent example of curriculum development and technical assistance furnished a Skills Center by a State Department of Vocational Education.

The State develops and publishes high quality instructional materials. Two impressive booklets published exclusively for MDTA instructors are: A Guide for Building a Course of Study and Basic Remedial Education-Handbook for MDT Instructors. In addition, the State Board has developed and published guides for the development of courses of study in light occupational areas. A Basic Education series developed by the State Board and used in the regular school system is being used at the center.

Volume and Relevancy of Curriculum Materials--Syracuse:

This center generates, internally, a considerable amount of pertinent and relevant curriculum materials and suggested guides containing methods and techniques for implementing programs. They are not overly formalized but appear to be very effective and serve as an integral adjunct to staff training.

They take a variety of forms, such as topical outlines containing instruction materials, aids, equipment and evaluation procedures for specific occupational courses, and general information on methods and techniques.

Curriculum Materials--New York:

The New York Board of Education Manpower Development staff has developed a considerable amount of curriculum materials, particularly in the area of occupationally oriented basic education. There are also some excellent counseling and guidance materials developed by the city schools, the New York State Board of Education and the State Department of Labor.

There is also a wide variety of topics in commercial occupations and various skilled trades. In addition, there is a series on Elementary School Equivalency and High School Equivalency preparations. All the outlines contain unit content, methods and materials and evaluation suggestions.

Development of Performance Objectives--East Los Angeles:

The East Los Angeles administration describes the thrust of its overall program as threefold:

-- Flexibility - working with industry for current needs

-- Relevancy - working with foremen and front line supervisors

-- Meeting individual trainee needs

To implement these objectives the center is applying "performance objectives" techniques to all segments of the program, including skill, related training, basic education and counseling.

A performance objectives lexicon together with detailed breakdowns has been prepared and will be placed on file with the Office of Education for those who may wish to pursue this program in further detail. The center has added a comprehensive numbering system to cover all courses, functions and duties, which are suitable to computerization and inclusion into their management information system.

Use of Aides

Aides--Philadelphia:

The use of Teacher Aides frees instructors to perform more important teaching duties by relieving them of paper work and minor administrative responsibilities. The instructor's ability to communicate and gain the confidence of new trainees is often expedited through the use of aides, and communications generally are improved at all levels. With open-ended programs and individualized instruction, a good aide is invaluable. He can handle much of the introductory materials and not disrupt the on-going training. He can assist individuals with minor problems, or watch over the class while the instructor resolves a complex or difficult individual problem.

The Philadelphia approach is not necessarily unique, but aides are used more extensively there and are assigned broader responsibilities. One Philadelphia Teacher Aide has advanced to the position of instructor.

Aides are used most effectively in the vocational area. Philadelphia employs six aides, one in Automotive Mechanics, one in Auto Body, two in Food Service and two in Metal Matching. All of the aides are graduates of the center and must have served a minimum of one year in industry after graduation to be considered.

Social Worker Support

Brooklyn and New York City Adult Training Centers:

The NYC Jobs Skills Center System employs a number of fully credentialed social workers on a part-time basis. These social workers spend, as a group, approximately 100 hours per week performing services requested by personnel from the Job Skills Center's regular staff.

Enrollees with excessive absenteeism are refered to the social workers. Cases are handled on an individual basis, as time permits, through contacts made with the trainee and his family at the trainee's place of residence.

Since all social workers are part-time employees, these contacts are typically made at night or on weekends. Both the social workers and the Job Skills Center staff expressed satisfaction with these arrangements.

MDTA Center--Syracuse:

The one-man counseling operation in Syracuse is supported by two "Social Worker Aides." For all practical purposes, these aides are performing the same functions as full-fledged counselors and are performing them satisfactorily. They administer achievement tests to enrollees, obtain supportive services, engage in direct counseling, intercede with management personnel and instructors in behalf of enrollees, and keep statistics on enrollee progress. They have been well-trained in their jobs by the Head Counselor, are aggressive and are pursuing further educational goals at night on their own. Centers which have only one counselor might very well consider the employment of aides as a support to the counseling program.

Vocational Rehabilitation Program

MDTA Center--West Columbia, South Carolina:

The Skills Center in West Columbia has negotiated an agreement with the State Vocational Rehabilitation agency whereby all Skills Center enrollees who are classified as disadvantaged automatically become clients for vocational rehabilitation. This means that the medical and dental needs, as well as other needs of West Columbia enrollees can be met not only while they are in the Skills Center, but after they leave (even by dropping out) as well. This takes a good deal of pressure off counselors who are ordinarily the procurers of supportive services.

Student Councils

McNamara Skills Center--Detroit:

The Detroit student organization is interesting, not so much because it should be replicated at other centers, but because it is the most active, though unsettling, student organization observed. Whereas most student councils are content to occupy themselves with the acquisition of class pins, or the planning of recreational activities, the Detroit Student Council has adopted a role similar to that of a militant labor union facing a recalcitrant employer. Far from being interested in class pins, the Detroit Council has occupied itself with lobbying for the resignation (or dismissal) of a center director, opposing more stringent attendance regulations, and representing enrollees in trouble with the administration. The Council has engineered two student strikes, and has retained two attorneys to help fight its battles with the MDTA administration at all levels. The dismissal of one enrollee for cause is being fought all the way up to the Secretary of Labor.

The attitude of the Council toward the Skills Center is negative, and at the time the ORC Team was on-site, most staff were on the defensive. It is generally recognized that the Council forced the resignation of the former Skills Center director, and council members informed the ORC Team that the new acting director is "on trial."

Despite its negative attitude, the Detroit Student Council has several significant accomplishments to its credit. It is responsible for the addition of a school nurse to the center staff. It has also forced the Employment Service to recognize the narrowness of the range of occupational offerings at the center, and to seek new course offerings, especially for women.

If the negative attitude of this council could be "turned around," their aggressiveness could make valuable contributions to the overall program. There is evidence that this may happen. The basic problem at Detroit Center has been that the director did not have adequate authority to run his program. The Student Council, led by an aggresive and energetic president and guided by a student advisor who knew how to influence bureaucracies, merely stepped into the power vacuum. The new center director has been given greater authority, and may be able to take command. In the long run, it may turn out that the militant Student Council has done the center a favor.

Des Moines Comprehensive Vocational Facility:

In contrast to the Detroit Skills Center, Des Moines has an active student organization which has a positive attitude toward the program. The Des Moines Student Advisory Council is responsible for greeting all incoming enrollees and advising them on the rules and services available at the center. In addition, the Des Moines Council drafts all rules pertaining to enrollees, including attendance. Unlike the Detroit Council, which protested against relatively liberal attendance regulations, the Des Moines Council believes in strict attendance requirements. The council takes a very personal interest in each enrollee, has significant duties and responsibilities, and has the support of the entire student body.

Management Information System

MDTA Area Training Facility--Kansas City:

The Kansas City Center proves that management information can be obtained and processed if the center administration is interested. It has also demonstrated that an effective management information system need not be expensive. The system, designed by the former Skills Center director, is serviced by one half-time employee. This employee shares an office with the ES employer representative and the two men work together in obtaining and processing performance data.

The Kansas City Center can provide upon request up-to-date information on the following: total number of enrollees contracted to be served, total intake, characteristics of enrollees, entry achievement test results, exit achievement test results, amount and type of supported services received by enrollees and the agencies that provided those services, dropout rates (including reasons shown in graph form), completion rates, total number of jobs developed, total number of placements made, training related placements, out-of-town placements, and follow-up on both completers and dropouts. Follow-up consists of letters immediately after completion and one and two years after completion with personal contacts made when no answer is received. Such contacts are made in the evenings and on weekends and an aggressive pursit is made of hard-to-find former enrollees.

All this is accomplished by one half-time staff member, working closely with the on-site Employment Service Employer Representative.

Management System

Bridgeton Manpower Center--Bridgeton, New Jersey:

This center has developed, with little outside assistance, a formal and highly effective administrative technique. The center utilizes appropriate management and administrative devices, and incorporates each into an integrated whole for the purpose of supporting and informing center staff as to the progress of their efforts. The center has documented its philosophy and general objectives and has described all the administrative procedures and processes for obtaining those objectives within the philosophical framework to which it is committed. Because of this system, the center's continued operation is not dependent upon any one individual; a large percentage of the total staff understand and share in management decisions concerning the operation of the center.

Accounting System

MDTA Center--Syracuse:

The accounting system established by the Syracuse School District is the simplest and most efficient accounting system observed by the ORC Team. The School District chose to switch from hand-posting of its various accounts to simple bookkeeping machines, rather than utilizing complicated computerized systems. Purchasing, payrolling and billing procedures have been incorporated into the accounting system in such an effective manner that few staff members are required to perform these functions. The financial status of the center is continuously available; displays of both expended and committed amounts for each line item budget are available upon demand. Under this system, when any project is terminated, an extremely accurate statement, by line items, can be obtained within 24 hours. Of the three New York centers observed, Syracuse makes the most effective and timely use of de-obligated funds and requires the least amount of time to submit its final billing. This relatively simple accounting system out-performed all computerized systems observed.

Fiscal Control

Miami Skills Center--Miami:

The Miami Skills Center is an excellent example of how an on-site, one-person fiscal unit can out-perform elaborate off-site accounting, purchasing, and payrolling departments with many staff members. The Miami school system has theoretically taken over the fiscal functions of the center, utilizing its mechanized posting machines and computerized accounting system. The periodic computer read-out which is sent to the center is of no use to anyone involved in the MDTA program. The city departments constantly check with the center fiscal unit (one woman) to verify their figures, and have long since learned to treat center figures as authoritative when there is a discrepancy. Miami's fiscal unit is able to provide center management with immediate access to budget and projected and actual cost information.

Inventory Control System

Maricopa County Skills Center--Phoenix:

Perhaps because inventory control was assigned to the Phoenix deputy director, who has little time to spend on this responsibility, he was forced to develop a system that would require a minimum of his time. Whatever the reason, he has developed a simple and fully adequate inventory control system which requires only a few hours a week of his and his secretary's time. This is true despite the fact that Phoenix has a large and changing inventory which is owned by a variety of agencies. In brief, the Phoenix system consists of a simple journal book in which every inventory action is logged. In addition, a double Roldex file is used. One of the Roldex files contains inventory cards in order of their tag numbers; the other contains cards which note the location and function (automotive course, accounting department, building and room number, etc.) of the equipment. The problem of state tags arriving well after the number of tags that will not stay attached, is handled through the use of a small, manual electrical engraving device. This system allows for easy moving, transferring and inventorying of all items.

Low-Cost Center

Washington County Manpower Training Skills Center --Abingdon, Virginia:

The fact that Abingdon Center is able to provide a year of training at a cost 60 percent below the average man-year cost cannot be explained solely by its low wage schedule, even though it is only two-thirds of the national average. A major factor is its superb use of non-contact overhead staff. This center, which has primary control over its fiscal, personnel, purchasing, budgeting and program development functions, uses the equivalent of only 5.4 full-time non-contact staff to carry out its entire administrativee responsibilities in a highly effective manner. Of these, one full-time and one part-time staff member are employed in facility maintenance. Thus, one director, one deputy director, one bookkeeper and one secretary process all of the paper work and provide all of the management services for a Skills Center with a capacity of 190.

Program Flexibility

Community Skills Center--Gardena, California:

The willingness and ability of the only private Skills Center sponsor to delegate complete authority and autonomy to a capable center director provides an excellent opportunity, not only to compare privately operated centers with those that are publicly sponsored, but to observe the effect of a high degree of on-site autonomy. Without the complexities of public structures, channels, approval levels and bureaucratic processes and safeguards, Gardena can and does move more quickly and with more flexibility in almost every administrative area, once funds are approved, than any of its public counterparts. For example, this center was able to construct and equip an elaborate kitchen and eating facility and start a food service program within a month of its funding approval, an amount of time that most public systems would view as short for obtaining the necessary architectural drawings and approvals.

This center is able to keep its total operating costs well below the national average in spite of the fact that a portion of its funds are allocated to corporate overhead and fee. The high level of cost consciousness by center management does not appear to adversely affect the quality of enrollee services. On the contrary, the ability of the director to write a check to acquire whatever is needed by enrollees combines the best in skill training with the best in vocational rehabilitation.

Integration with Community College

Denver Manpower Training Center--Denver:

The Denver Skills Center represents a radical departure from the traditional method of both skill development and supportive educational programs for the disadvantaged. The Denver Center is an integral part of the Community College of Denver and enrollees of the center's program cannot be distinguished from regular students of the college. Since the college itself has an open-entry/ open-exit policy, few staff or students are able to identify Skills Center enrollees. Center enrollees attend the same courses, have the same status and seek similar goals and objectives as regular students. The existence of a sign, a reception area and office for the Skills Center causes little curiosity by staff and students since there is similar arrangement for students who are attending on the GI Bill.

Spread over three new and temporary campuses are more than 80 occupational offerings, more than 40 of which are open to Skills Center enrollees. Basic education for the enrollees is handled in much the same manner as it is for all students, on an individualized basis, by the Division of Communications and Arts.

Administratively, the Skills Center program funds an on-going continuous center management staff and several counselors with textbooks, supplies and college tuitions paid out of a block MDTA fund on a fixed per-student basis. This makes the program more like the GI Bill or an educational warrant system than the traditional Skills Center arrangement.

Both the Skills Center and the community college are extremely new and beset with growth problems. It is impossible at this time, therefore, to assess the results of the Denver experiment. The general impression of the college staff is that there are few, if any, statistical differences between the characteristics of the center enrollees and those of the regular students. It seems apparent, however, that enrollees consider themselves "college students" rather than recipients of federal largess. More traditional educators object to the permissive atmosphere of the college and consider it an exercise in making people feel good rather than subjecting them to the discipline necessary for employment. The college staff argues that it is necessary to take the enrollees from where they are to where the employer wants them rather than begin with discipline which they promise to introduce periodically. Time will tell.

While some fear that center enrollees tend to become lost within this arrangement, others maintain that if the post training performance of enrollees compares favorably with regular students, the program will have succeeded by "losing" enrollees in the main stream of American life. Undoubtably these two groups attack slightly different connotations to the word "lost." It is too soon to adequately judge either position, since as the center has not yet reached a steady state of operations, nor has demonstrated a track record of successful performance.

Buy-Ins

Maricopa County Skills Center--Phoenix:

The Phoenix Center has more buy-ins than any of the other centers evaluated by the ORC Team. At the time of the ORC visit, MDTA funded enrollees represented only one-third of the total enrollment of the center. At times during the previous 12 months, MDTA enrollees accounted for as little as one-sixth of the center's total enrollment. Phoenix has contracts with WIN, CEP, SER (a Mexican-American organization), as well as a special MDTA, and E&D project for American Indians. In the past, it has also had contracts with the County Probation Department and the State Department of Vocational Education. In spite of all the "starts and stops," the center has maintained a relatively constant total enrollment.

It is difficult to isolate any particular reasons why the Phoenix Center is so successful in attracting buy-ins. One reason, of course, is that it is a well-run center, but other centers with equally fine programs, have been unsuccessful in persuading or attracting other agencies to purchase services. The probable reason is that the political climate in Phoenix is favorable to the Skills Center, a situation that does not exist in many cities. In part, the Skills Centers political popularity may be a side effect from the early and persistent unpopularity of the CEP Program there. In the early days of CEP, for example, Manpower Administration and ES officials insisted on a partial allocation of CEP funds to the Skills Center, despite protests from the local CEP sponsor, the Community Action Agency.

CAMPS Operation

Indiana Vocational Technical College--Indianapolis:

The Indianapolis CAMPS Committee, led by the Mayor and involving a private sector advisory committee, is the most agressive CAMPS operation the ORC Team observed. This Committee is determined to: (1) examine the role of various manpower programs before executing the local plan, and (2) review all programs proposed for the Indianapolis area before they are submitted to funding agencies for approval. The Committee successfully protested against regional approval of a NAB-JOBS contract before it had been cleared through CAMPS. The proposal called for the establishment of a new training institution in the Indianapolis area but NAB was required to show cause why the facilities of the Skills Center should not be used instead.

Where political entities take over CAMPS Committees, the chances for aggressive action are much enhanced. However, this is sometimes a mixed blessing. In this same city, political pressure exercised through CAMPS has created a controversy by proposing movement of the Skills Center from its present location on the outskirts of Indianpolis into the inner city.

Summary Comment

Since each of these innovations was in its own way unique, it is difficult to generalize about them. Most centers had one or more projects, components or activities which were unique and worthy of dissemination. No center should claim to be exemplary in most of its courses and programs. No system currently exists by which the administration and staff of one center might learn of an experiment or procedure in another which might solve a persisting problem or prevent needless experimentation and rediscovery of the wheel.

MDTA SKILLS CENTERS IN CONCEPT AND PRACTICE:

Summary, Conclusions and Recommendations of an Evaluation

The effort during the 1960's to improve the employability and the employment prospects of persons facing a variety of disadvantages in the competition for jobs spawned a variety of manpower programs and a few new institutions. The most important of the latter were undoubtedly the Community Action Agency and the MDTA Skills Center.

The Manpower Development and Training Act (MDTA) emerged in 1962 with the assignment to retrain unemployed workers, most of whom were assumed to be adults with substantial skills made obsolete by technological and economic change. Vocational education, it was supposed, could shift more of its emphasis from training high school youth to retraining adults. But it quickly became apparent that the problem was a different one. It was youthful school dropouts, those of all ages trapped in rural depressed areas, rural to city migrants attempting to compete in an urban environment with a sharecropper's education and skills, those whose native language was not English, and the victims of discrimination in schools and in jobs who needed help. In some cases, existing training institutions were less than willing to serve this population; in all cases they were less than capable of doing so. The task was an unfamiliar one: to take a population, often burdened by cultural handicaps and disfunctional life styles, lacking in basic education, financially pressured and in need of a variety of supportive services--medical or legal help, transportation, child care, etc.--and besides concentrating on the acquisition of skills, remedy all their handicaps and get them jobs.

The primary training institution which emerged to meet these needs was the MDTA Skills Center described as:

> An institution established under the Manpower Development and Training Act of 1962, as amended, that is a centralized, self-contained facility, operating on a continuous prime-time basis, generally under public supervision or control and especially designed to provide institutional training, guidance, and counseling, and supportive services to individuals referred to the Skills Center under the provisions of the MDTA.[1]

---

[1] Guidelines for the Planning and Development of Skills Centers, U.S. Department of Labor/Department of Health, Education and Welfare, June 1970.

Seventy institutions throughout the United States meet this definition and have been officially designated; a number of others approach the model. Congress was sufficiently impressed by the concept and the performance, that they singled out Skills Centers in the 1968 amendments to MDTA for preference in the distribution of manpower funds. Yet, before and since, funds available to Skills Centers have decreased as MDTA budgets enlarged on-the-job training and emphasized the Concentrated Employment Program (CEP) and the National Alliance of Businessmen's Job Opportunities in the Business Sector (NAB-JOBS) program.

The Skills Center was a vital concept given the gap between the needs of disadvantaged workers and the philosophies and capabilities of existing training institutions. It has fallen short in practice of its ambitions in concept, as all human institutions must. But it has served a predominately disadvantaged clientele at moderate costs, improving both the employability and the employment of most of them, while developing new techniques and influencing change in other institutions. Nevertheless, it should be viewed as a concept in transition. In concentrating on service to the disadvantaged, it created a segregated institution for them. In seeking to serve the maximum number of people possible with limited budgets, it could provide only modest remedial education and entry - level skills. The longest range objective should be to eliminate disadvantage, but this is beyond the reach of a manpower program. The Skills Center goal should be the integration of remedial education and training into the mainstream of employment preparation and to take eligible enrollees from where they are as far as they have the potential capability to go.

The Skills Center Client

Skills centers, like other MDTA projects, are allowed to enroll some nondisadvantaged persons (the latter in total should not exceed 35 percent), but since the centers came into existence to serve the disadvantaged and that has been the declared priority, they must be evaluated upon the extent to which they have been successful in doing so. In most areas, however, Skills Centers share federal billing with programs such as NAB-JOBS, CEP, WIN (Work Incentive), OIC (Opportunity Industrialization Center), etc., all of which are designed to meet the manpower needs of the disadvantaged. The disadvantaged are not homogeneous. It is to be supposed that disadvantaged persons of certain characteristics have more to gain from one program than another. A well-ordered selection process would fit program capability to enrollee needs. Thus, the question of which disadvantaged person goes into which program becomes of paramount importance. Is there a difference between those selected for Skills Centers and those selected for other programs, or are all the disadvantaged put into one recruitment pool and distributed to programs according to the availability of open slots? Within the Skills Centers, are enrollees referred to those skill training courses best meeting their capabilities and interests?

The evaluators examined the Employment Service recruitment, selection, and referral process, analyzed over 3,000 MA-101 forms detailing the demographic characteristics of Skills Center enrollees in all 19 centers and collected socio-economic information on approximately 20 percent of the enrollees in each center. The results of these analyses follow:

Recruitment, Selection and Referral

Skills Center enrollees are selected by the Employment Service and are ordinarily assigned by ES counselors to a particular training occupation in the referral process. Generally speaking, referrals to Skills Centers are made by the Employment Service in accordance with the following criteria:

-- Does the enrollee fit the definition of disadvantaged?

-- Minimum educational attainment levels established by occupational requirements or the schools for some courses.

-- The preferences of the applicant for one program or another.

-- The ES counselor's assessment, sometimes partly based on the results of aptitude tests, but mainly on an interview with the applicant and a review of his previous work history.

-- The ES counselor's opinion of the various programs in operation.

-- The availability of open slots in the various programs.

ES selection and referral is hampered by the following factors:

-- Pressure to Fill Slots: The Employment Service is constantly under pressure to fill slots. The selection process works best when a program is beginning and all slots are open. During this period, there is generally time for counselors to exercise some judgment in the referral of applicants to various programs. However, if the ES is having problems in recruitment, the pressure mounts and judgment becomes a luxury. Likewise, if slots open up when a program is in operation, the ES is expected to act swiftly in filling these slots. Again, the search for "disadvantaged bodies" may be the only selection that takes place.

-- Limitation of Courses: Over three-quarters of all Skills Center enrollees are enrolled in seven courses and 70 percent of all females are enrolled in only two courses. Where the occupational choice is this narrow, there is a built-in limit to the amount of selection the ES can perform.

-- Lack of Prevocational Training Programs: Skills Centers once relied on "prevocational" courses to allow new enrollees to try out various occupations before settling on one. Where prevocational courses exist, the enrollee himself takes part in the selection process. Partially because of funding cutbacks, however, most prevocational courses have been dropped. Thus, the pressure is on the Employment Service to make the right occupational designation, often on the basis of only one interview with the applicant.

-- Lack of Guidelines Defining Roles for Various Federal Manpower Programs: The selection criteria used by the Employment Service are, with one exception, the same for all federal manpower programs. The exception is the educational attainment minimum imposed for some courses. Thus, an applicant's needs are not matched, on a formal basis, with the unique services available from the various programs. There seem to be two reasons why this is not a standard practice: (1) the ever-present pressure on ES personnel to fill whatever slots may be available at the moment; and (2) the absence of guidelines delineating the kinds of applicant needs each program is designed to serve.

Most of these factors are outside the control of the Employment Service. Within the limitations of these real obstacles to effective selection, the selection process is working reasonably well. Only a negligible percentage of enrollees transfer from one course to another after they have reached the Skills Center, and, although there are some complaints from center staff regarding ES selection, the issue is relatively low on their priorities for improvement.

A more serious problem is that of low enrollment. In 11 of the 19 centers, the average enrollment for fiscal year 1970 was substantially below the number of available training slots. An examination of 3363 MA-101's reveals that less than two percent of the enrollees were referred to Skills Centers by ES outreach and and recruitment personnel. At the present time, the ES depends mainly on "walk-ins" and ES applicant files as recruitment sources. Potential enrollees are screened in the first instance by who does and does not show up at the employment center looking for help. If the low enrollment problem is to be solved, ES outreach and recruitment must be improved. Doing so would undoubtedly increase the proportion of disadvantaged as well. However, that is only part of the problem. As is explored later, the number of courses available in Skills Centers are few and several of them are unpopular with enrollees and difficult to fill.

Characteristics of Skills Center Trainees

Enrollee characteristics were obtained from 18 centers with socio-economic information on family background from all 19.

The Enrollee's Parents: Most Skills Center enrollees are the children of migrants, from rural areas to the cities, and from the South, Mexico and Puerto Rico to northern and western States. Fifteen of the 19 centers included in this evaluation were located in the North, and these 15 accounted for 90 percent of the enrollment of the total sample, yet 70 percent of the parents of the enrollees were born either in the South (56 percent) or outside the continental limits of the United States (14 percent). Fifty-five percent of the parents were born in rural areas. Other characteristics were as follows:

- Thirty-six percent of the families of Skills Center enrollees were headed by either the mother or a non-parent relative, usually a grandparent.
- The average educational attainment of fathers was 8.9 years; the corresponding figure for mothers was 9.5 years.
- Nearly 60 percent of the families had four or more children; 20 percent had eight or more.
- The major occupational categories for the parents were housewife, semi-skilled, and laborer.

Skills Center Enrollees: Skills Center enrollees were primarily of urban birth (66 percent) and were born outside the South (58 percent), although a sizable percentage (41 percent) were born either in the South or outside the continental United States.

Among other characteristics:

- Over 76 percent of all enrollees were listed as disadvantaged by the Employment Service.
- Over 69 percent fell below poverty income levels.
- Over 76 percent were members of minority groups.
- Over 59 percent were high school dropouts.
- Over 95 percent were listed as under or unemployed.
- Forty percent were under 21 years of age.
- Seven percent were 45 years of age or older.
- Fifty-three percent had been unemployed ten weeks or more.

There is a wide variance in the degree of disadvantagedness of those served by the various Skills Centers, with one-half the 18 centers serving a highly disadvantaged clientele and the other half serving a somewhat less disadvantaged population. Skills Centers are serving a higher proportion of minorities than any manpower program except NAB-JOBS. They are serving more school dropouts than other MDTA institutional and OJT projects and CEP, and more public assistance recipients than all programs except New Careers. Considering that the MDTA program can legitimately enroll 35 percent nondisadvantaged, while others are limited to the disadvantaged, the Skills Centers compare favorably with other programs by this test.

Enrollee Characteristics by Race: The racial breakdown of the 18 center sample is as follows:

-- Black: 58 percent

-- Spanish surname: 14 percent

-- All white (including Spanish surnames): 38 percent

-- Anglo-white (not including Spanish surnames): 24 percent

-- Other (American Indians and Orientals): 4 percent

The most disadvantaged groups in the enrollee sample are American Indians, Orientals, and Spanish Americans. More members of these groups are below the poverty level, have lower educational attainment rates, and are public assistance recipients than either blacks or whites. Orientals in general in the United States have relatively high educational attainment and few are poor. However, those enrolled in Skills Centers are primarily recent Chinese immigrants burdened by language, education and skill deficiencies.

The disadvantages of blacks exceed those of the white in every category except educational attainment, and they have a higher percentage of under or unemployment than any of the other groups. Surprisingly, blacks have the highest number of years of education of all Skills Center enrollees. Ten percent more of the blacks have completed high school than of the whites, and the percentage of blacks with eight years or less of education is only 17.2, as compared to 28.5 for whites, 30.8 for Spanish Americans and 36.4 for the American Indians and Orientals combined.

Characteristics by Sex: Males make up 62 percent of the enrollees in the 18 center sample, but the females appear to be the more disadvantaged group. For example, close to 75 percent of the females are below the poverty level as compared to 65 percent of the males, nearly 80 percent of the females have been unemployed 10 weeks or more (75 percent for males), over 19 percent are public assistance recipients (10.4 percent for males) and over 59 percent are heads of household, 5.4 percent more than for the males.

Females, however, have far higher educational levels than males and a slightly lower percentage of them were under or unemployed before enrollment. Fifty-two percent of the females have graduated from high school, as compared to 34 percent of the males. Only 17.7 percent of the females have completed less than the ninth grade; the corresponding figure for males is 25.8 percent.

Characteristics by Occupational Offering: Food service, production assembly and building maintenance courses enroll the most severely disadvantaged enrollees. Health occupations, automotive and production machine courses enroll a lesser degree of disadvantaged.

Skills Center Programs

Skills Centers are laboratories for the teaching of industrial skills to the disadvantaged; instructional techniques, therefore, are not static, and theories have been tested and discarded. Experimentation is encouraged and techniques seem to be always in transition, making them difficult to evaluate.

The enrollees summed up the Skills Center approach to teaching best in their general consensus that trainees are treated more as adult working men and women than as students. For most enrollees, this approach does not present problems. The majority of all Skills Center enrollees seem well motivated and sincerely interested in acquiring marketable skills. In most Skills Center classes, however, there is a relatively large minority that is either hostile or indifferent. The mixing of these two groups presents a challenge to Skills Center instructors. They exhibit more flexibility than instructors in most other institutions, but they also face more pressure. Explosive incidents are apt to occur at any time.

Range and Relevance of Occupational Offerings

There is a reasonably wide range of occupational offerings in the 19 centers taken as a whole; however, certain courses appear at all centers and the range of offerings is generally limited in individual centers.

The number of course offerings varies from four to 12 at all centers with the single exception of the Denver Community College. That new institution offers the majority of its regular courses to its Skills Center enrollees, a total of 42 occupational offerings. However, in practice, Skills Center enrollment in Denver is primarily in nine occupational areas which are standard throughout all centers.

Five categories of courses accounted for 62 percent of the enrollment in the 19 centers:

-- Automotive mechanics

-- Auto body repair

-- Welding

-- Production machine operator

-- Office occupations

Together with food services and health occupations, which were offered at over half the centers, these seven courses accounted for 76 percent of the total enrollment. Seventy percent of all female enrollees were enrolled in two courses: office occupations and health occupations.

The relevancy and currency of content in Skills Center courses is as good, and in many instances, better than the occupational offerings of a typical vocational school. A high percentage of the instructors attempt to maintain close contact with employers to keep current with new developments, techniques and equipment and to assist in placement. A considerable number obtains equipment, manuals and other training materials through employer contacts. In the early days, centers utilized craft advisory committees to assist in the development of course outlines and curricula. However, in time these committees seem to become less useful and more difficult to work with and most advisory contacts are now made on an individual basis.

One center is revising teaching schedules to permit instructors one full day every two weeks to update their trade knowledge. In other centers, however, instructors are required to teach 8 hours a day five days a week, which allows little time for curriculum development, or the updating of instructor trade knowledge.

One of the prime requirements of Skills Centers is that they be flexible; that they have the capacity to adapt to changing labor market conditions. At least 30 course offerings had been dropped at the 19 Skills Centers within the previous 18 months, some at more than one center. This represents a substantial amount of program change. On the other hand, the courses which account for the bulk of the enrollment in Skills Centers are seldom dropped. Far more courses were dropped because of lack of enrollment than because of changing labor market demand. The reasons for low enrollment were varied: in some cases the occupational field had low prestige (generally, within a minority group sub-culture), in other cases the content and opportunities within the occupation seemed to be relatively unknown to potential trainees, so they preferred to be enrolled in training slots in fields with which they felt most comfortable. The net result was that skills course offerings were very similar from center to center and showed little evidence of regional differences in employment opportunities.

The number of different occupational offerings appears unduly restricted, but this is a problem outside the control of the centers. Thus, the problem is not so much whether Skills Centers have the capacity to change as it is whether the range of occupational offerings acceptable to trainees is sufficiently wide to require many changes.

The Quality of Training Components

Prevocational Training: Given the limited previous exposure of trainees to the labor market and the absence of tests capable of predicting their performance in various occupations, the Skills Centers recognize that a substantial percentage of their enrollees need a period of assessment and occupational exposure. In the early days of Skills Centers, this was accomplished through a formal prevocational program, usually lasting 16 weeks. Only three of the 19 centers continue to offer prevocational programs, and even these have been reduced in length to two to six weeks. Centers which have discontinued prevocational courses cite the following reasons:

- Dropout rates which are higher than those in regular skill training courses
- Administrative and scheduling problems
- Predesignation of occupations by the Employment Service
- Cut-backs in funds

The last seems to be the most important reason. Most centers still believe "Pre-Voc" is necessary and have woven elements of the program into orientation and counseling programs.

Orientation: Orientation programs have also been curtailed to move trainees into vocational training as soon as possible. Orientation lasts two weeks or more in only six centers, one week in three centers, and less than a week (four of which take only half a day) in ten centers.

All programs described the center and outlined rules and regulations. The more comprehensive orientation programs usually included the following units:

- World of work (learning how to prepare for a job, how to look for a job, job behavior, employee-employer relations)
- Community resources (knowledge of agencies which can be helpful to enrollees)
- Career exploration
- Individual and group counseling and guidance

Despite some impressive approaches including excellent use of visual aids and innovational counseling techniques, the highest dropout rate occurs during the first week or two of enrollment, which is the period during which orientation occurs. There is no evidence that orientation does or does not make a difference in anything but dropout rates. Because of the various approaches and seemingly divergent philosophies regarding orientation, the program should be under continuous evaluation and analysis, so that successful and positive accomplishments can be disseminated to others having problems in this area. Programs which combine orientation to a part of the day and give immediate "hands on" experience to trainees seemed more likely to be successful.

Employability Training: Efforts to overcome the loss of prevocational training have resulted in the development of a series of unique and innovative programs. They are aimed primarily at strengthening the employability of the trainee. Although they cover basically the same subjects as pre-vocational training and orientation, the approach and emphasis have been redirected. Two noteworthy examples described in the full report are the Job Focus program in Philadelphia and the Employer-Employee Relations program in West Columbia, South Carolina.

Basic Education: The need for basic education is immediately apparent by the following statistics:

-- The average grade level attained by Skills Centers enrollees is 10.4 years (high school sophomore)

-- The average achievement level in math is 6.1 years, and in English 6.3 years (elementary school sixth grader)

Two centers conducted studies to determine how long it takes to increase math and English levels. One center estimated that from entry to completion it takes approximately 26.5 clock hours to increase an enrollee's achievement level one grade level in math, and slightly over 23 hours in reading comprehension. The second center broke down its figures by entry grade level and found the following:

-- Enrollees with achievement levels of 0-3.9 years need a total of over 44 hours to increase their reading comprehension levels one grade, and slightly over 28 hours to increase their computation levels one grade.

-- It takes close to 18 hours to increase an enrollee with an achievement level of between 4.0 years and 5.9 years one grade in reading comprehension, and slightly over 16 hours for one grade in computation.

-- For enrollees with achievement levels of 6th grade and above, it takes about 14 hours to accomplish a one grade increase in reading comprehension, and slightly over 16 hours for one grade in computation.

There are three general approaches to remedial education in the 19 centers: (1) integration and correlation of basic education with occupational training; (2) complete separation of basic education from vocational training; and (3) provision of basic education only for those who cannot advance in their vocational areas without special attention. Of the three, the first is the most widely used and the most successful.

GED Preparation: GED programs to assist enrollees prepare for high school equivalency tests are carried on in 13 centers, but all centers make information available to enrollees on GED courses offered at other schools. One center, Cincinnati, does not encourage GED for its younger enrollees, encouraging them instead to obtain their high school diplomas and arranging up to five school credit hours for academic achievement.

Remedial Education Problems: There are more divergent views about the teaching of basic education in Skills Centers than in any other program area. The introduction of open-ended training has created problems for basic education instructors by increasing the heterogeneity of their classes, and, although a substantial number of Skills Center enrollees are advancing up the achievement ladder, most centers have not ironed out all the kinks in their basic education programs. There are few well-equipped learning centers, for example, and those that do exist are underutilized. Many basic education instructors are not aware of the wide variety of techniques and methods that can be applied to the teaching of basic education to the disadvantaged and a few are inclined to be dogmatic and inflexible in their overall approach (though as a group they seem much more flexible than their elementary school counterparts).

These problems cannot be resolved by the centers alone. Curriculum and materials development, staff training, methods and techniques interchange, and hardware evaluation require special outside assistance. In some instances, such assistance is provided, but not always in the amount and kind that is most effective to center operations. In most areas adequate help has not been forthcoming.

"Related" Education (Theory): The trend in Skills Centers is for education in the theory of the occupational field to be placed under the responsibility of vocational instructors. Fourteen centers follow this practice. Three centers include related education in their basic education curriculum; two centers have specialized instructors responsible for related education.

The subjects most frequently taught are safety, identification, use of and care of tools and equipment, shop and business math, measurements, blueprint reading, and industry and business familiarization. Various other world of work subjects, such as job orientation, attendance, appearance, and employee-employer relations are also included at some centers.

Teaching Techniques

The Cluster Approach: The cluster approach is employed fully or partially in 15 of the 19 Centers. Broad groupings of skills are taught, encompassing a number of specific occupations. In those centers not using the cluster approach, multi-occupational and open-entry/open-exit programs are utlized in some courses. The cluster approach requires complete and detailed curricula and well trained staffs for its implementation. Although most centers are advancing in this technique, only three centers have it perfected to the point where it is working smoothly.

Open-Ended Training: All 19 centers are following the open-ended approach in most occupational areas. It is one of the most unique and positive features of the Skills Center program. New enrollees are admitted at any point in a course rather than awaiting a new beginning. Courses are constituted in modules with specific objectives so enrollees can progress at their own pace and can leave at any point with definite occupational skills obtained. Nevertheless, open-ended entry and exit have caused consternation among many of the instructors. The criticism is most severe in courses for cosmetologists and licensed practical nurses. These occupations are licensed and usually have prescribed curricula set by State Boards. If the sequence of topics is specified, open-endedness causes severe problems for the instructor. Open-endedness is often maligned and misunderstood, particularly by those who are steeped in the traditional approach and are more subject matter than enrollee-oriented. Provision of staff training and individualized curriculum materials would help solve this problem.

Curriculum Materials for Individualized Instruction: The implementation of individualized instruction requires considerable initial preparation and intensive training and reorientation of staff. All competent instructors know the skills and related education required to obtain and hold jobs in particular occupations. These must be broken down into a series of steps usually proceeding from the simple to the complex, arranged in logical learning sequences. The necessary materials and equipment must be obtained and tested, and aides must be trained to perform specific functions. All 19 Skills Centers are attempting individualized instruction, but most have not worked out the "kinks" in their programs. Once again, the need for help in developing curricula, obtaining materials and equipment, and training staff is obvious.

One center has a curriculum development specialist on its staff. Six others receive excellent technical assistance from states, local school systems and community colleges. All other centers do the best they can. This means that instructors must develop their own materials. Some instructors have developed excellent materials on their own, often spending evenings and weekends on this task. It is in this area more than any other that there is a need for a formalized exchange of information among centers and specific help for some centers in identifying and obtaining materials and equipment. "Canned" programs developed for other training settings are usually not appropriate for Skills Centers.

No amount of printed materials or gadgetry will resolve center problems automatically. Nevertheless, there should be an exchange of information and materials among centers, if for no other reason than to make as wide a range of materials as possible available to all center instructors.

Administering Training

Use of Time: All 19 centers provide full-time training five days per week during prime time (between 7:30 a.m. and 5:30 p.m.) in accordance with Skills Center criteria. Seven centers provide either a partial or full program in a second or overlapping shift. Several centers have conducted evening classes in the past, but have discontinued them due to funding and training slot reductions.

The most common utlization of time is six hours in skill training and two hours in basic education. There are many variations to accomodate remedial work, GED and other specialty components. The minimum number of hours devoted to skill training is five. Practically all centers permit full-time skill training when other objectives have been met. It is estimated by school officials that Skills Centers are telescoping the equivalent of two years training in vocational schools into less than one year, with equivalent or better results.

Staff Credentialing: All centers but two require vocational instructors to have credentials. The requirements are usually established by the States. Only one center does not require credentialing for basic education teachers. The criteria established for obtaining part-time, temporary or provisional certification is usually sufficiently flexible to allow recognition of trade experience in lieu of academic achievement. The academic requirements for basic education instructors are more stringent and in most cases a Bachelor's degree is required. Only three centers require full credentialing for all instructional staff.

Most center directors express a strong preference for instructors with trade rather than academic experience, and in all but three centers, experience rather than academic background characterizes the majority of instructors. The quality of the programs in the three "credentialed centers" is no higher than in the "noncredentialed centers."

Use of Aides: Eleven centers employ the services of teacher aides. Two additional centers use aides in other capacities, such as social worker aide and attendance technician. Aides are particularly valuable in language labs, open-ended and individualized instruction programs.

Turnover: Because of the peculiarity of MDTA funding, the flexibility of Skills Center programming and other factors, turnover of center staff does not hold much significance. From a purely subjective view, however, turnover rates do not seem to be high. Length of service figures support this contention. The average Skills Center employee has been in the program for close to three years.

Staff Training: There is a critical need for staff training in most of the 19 centers. Some centers have received valuable assistance from state agencies, local school systems and AMIDS (Area Manpower Institute for Development of Staff), but the need for training in the following specific fields is not being met:

- -- Learning theory and behavior modification as applied to the adult underprivileged and undereducated.
- -- Organization of general courses of study, task analyses, development of performance objectives, sequencing from the simple to the complex, course outline, job and operation sheets.
- -- Integrating related theory, basic education and counseling.
- -- Determining, locating, developing and using materials, texts, literature, films, tapes and other teaching aides.
- -- Determining, locating, or developing various methods and techniques, such as the cluster approach, individualized instruction, programmed learning and instruction, demonstrations and lectures, and other educational practices.
- -- Developing objective means of evaluating trainee progress through performance objectives or appropriate testing.

These subjects must be tailored to each center's needs and to the needs of each occupational offering. A certain amount of general instruction is helpful, but sooner or later the automotive instructor, for instance, wants to know how general knowledge can be applied to his specific field, and he would prefer help from a teacher-trainer with automotive experience.

Facilities: The facilities in which the majority of Skills Centers are located are outdated, inappropriate and difficult to maintain. Such facilities contribute to poor attendance, staff and enrollee morale problems, and project a damaging image of the overall program. Four centers have managed to obtain modern, light industrial facilities which provide a "first class" atmosphere for training. One other center is integrated into a modern community college campus. Facilities costs for these centers are not higher and in some cases are a good deal lower than for centers located in second-class facilities. Every effort should be made to avoid the frequent charge that Skills Centers are just another second-class educational system for the poor.

Equipment: Equipment in most centers compares favorably with that found in good vocational schools, but in centers which have been in operation more than five years, equipment is becoming a problem. Since there is no provision in budgets for replacement or expensive maintenance, programs are beginning to suffer from obsolete and deteriorating equipment. The reasons for excessive restraint in equipment expenditures are too complex for treatment here. They are fully explored in the report. The major obstacle is the absence of capital budgeting in federal funding procedures. As long as the purchasing of equipment is assigned to the year in which it is purchased rather than amortized over its useful life, there will always be reluctance to meet equipment needs.

Relevance to the Labor Market

Most of the courses offered at all Skills Centers are listed in CAMPS documents as occupations which are in short supply. It would seem, therefore, that Skills Centers are relevant to the various labor markets in which they are operating. However, the range of offerings is extremely narrow, not only within individual centers, but within the Skills Center complex as a whole. Contrary to what one might expect, there is very little difference, for example, between the courses offered in New York City and a rural center in the South.

Course offerings are the responsibility of the Employment Service. Before drafting requisitions (MT-1's) for training programs under MDTA, local ES offices are to perform labor market analyses to ascertain whether or not there is a "reasonable expectation of employment" in particular occupational fields. Interviews with ES personnel responsible for drafting MT-1's reveal that true labor market analyses are seldom made. Although most local or area ES offices have research divisions, they are not utilized in the MT-1 process, primarily because they are not geared to MDTA needs. ES labor market surveys generally appear six months to a year following the collection of data. When this time lag is added to the lag involved in securing project approval, establishing the program and graduating the first class, the information contained in these surveys is seldom useful in determining reasonable expectations of employment.

Justification of the MT-1's, therefore, is generally based on unfilled local ES job orders. Critics of this system maintain that ES offices account for only a small and somewhat atypical percentage of total turnover in any given labor market area. If unfilled ES job orders are the sole criterion for determinining reasonable expectation of employment, the range of course offerings is bound to be narrow.

But would the range of offerings be any wider if labor market analyses were made and used? This question can only be answered by trial and there appears to be little disposition to experiment.

The Skills Center Counselor

The counseling function in Skills Centers was evaluated according to what counselors see as their goals, what they actually do, and how well they do it. In addition, information is provided on the ratio of enrollees to counselors and on the characteristics of Skills Center counselors.

The role of the counselor in a Skills Center setting differs from counseling in most other institutions. The emergency needs of enrollees take priority over all other counseling functions, and the pressure placed on counselors by administrators, instructors and enrollees creates an atmosphere of constant urgency. The enrollee-counselor ratio of 73 to 1 is too high to cope with this situation.

Skills Center counselors are the best paid and educated of all nonadministrative staff. Their average age is 39, and 65 percent of all counselors are men. Fifty percent are white, 41 percent black, and about 9 percent Mexican-American.

In most cases, the goals of Skills Center counseling operations have not been well articulated, nor does there seem to be much thought given to the purpose of counseling. Counselors generally create their own goals, based on whatever they feel should be done at the moment. Most administrators do not understand counseling, and tend to assign leftover duties to the counseling staff.

Most Employment Service local office counselors do not have first-hand knowledge of the Skills Centers, have not met center staff, and have not visited the centers. Their briefing to new enrollees, therefore, is generally inadequate. The ES counselors stationed at a few of the Skills Centers are integrated into the counseling operation to varying degrees.

The following conclusions emerge regarding Skills Center counseling operations:

-- Time Allotment: In all but one center counseling is not a regularly scheduled activity. Without additional counselors, most centers could not schedule counseling periods for all enrollees.

-- Counselor Functions: Counselors spend most of their time performing the following functions:

    -- Acquiring supportive services for enrollees

    -- Keeping attendance and performing other disciplinarian-type chores

    -- Counseling enrollees who are in trouble with instructors or who have severe personal problems

-- Supportive Services: Despite heroic efforts, counselors are not able to meet the demand for medical services, child care, alcohol and drug abuse aid, and other supportive services. Appropriations for supportive services should be allowed for Skills Centers as they are for CEP and other manpower programs.

-- The Counselor as Disciplinarian: Enrollee discipline is a major function of Skills Center counselors. Some counselors believe they should be relieved of all disciplinarian-type functions; others believe the opposite. Both argue from the point of view of "enrollee advocate." The anti's believe that they cannot be disciplinarians and enrollee advocates at the same time. The pro's believe that it would not be in the best interest of enrollees if administrators or instructors were in charge of discipline. Until the role of the Skills Center counselor is better articulated, it is best that the decision be left in the hands of individual centers.

-- Relationship to the Instructional Program: In most centers, the relationship between instructors and counselors is good. Counselors receive periodic reports from instructors, meet with them and other staff on a regular basis, and have free access to classrooms.

-- Employment Service versus Skills Center Counselors: The distinction between "employment counseling" (ES) and "personal counseling" (Skills Center) seems to be artificial and is ignored by most centers and ES staffs. In one center where the two counseling operations have been merged, caseloads have been cut in half and much better service has resulted. Similar action should be considered for all centers.

Skills Center Administration

One of the criteria for the establishment and operation of a Skills Center is that it "must have a separately identifiable administrative entity . . . to insure that the standards and priorities of the MDTA program are maintained."[1] This means that local Skills Center management "must have a great deal of independence to insure operational flexibility" and that Skills Center management "must not be subject to regular education and Employment Service local office administrative organization and regulations which conflict with the implementation of the MDTA program."[2] While this may sound like an emancipation proclamation for the local Skills Center director, the reality of the situation is that he must function within a maze of legislative and administrative regulations, directives, and guidelines which emanate from two sometimes conflicting agencies at four different levels; federal, regional, state and local. Among other things, this results in a condition in which the Skills Center has no direct control over who is to be trained or in what occupations training is to be offered.

---

[1] Guidelines for the Planning and Development of Skills Centers, U.S. Department of Labor/Department of Health, Education and Welfare, June 1970.

Nevertheless, the Skills Center director and those who serve under him must manipulate those factors over which they do have control in such a way as to fulfill the intent of the Skills Center concept, that is, to provide institutional training and other services geared specifically to the needs of the disadvantaged who are assigned to the center.

Allocation of Staff Resources

Staff accounts for nearly 75 percent of the total dollar costs of Skills Centers. Yet staff resources are inefficiently allocated and represent a serious management deficiency. Undoubtedly there are valid justifications for many of the examples of low ratios between enrollees and those staff in direct contact with them. However, the low ratios between enrollees and non-contact staff in several centers seem clearly to indicate poor management.

It is doubtful that this deficiency will be corrected prior to accomplishing the following:

-- The elimination of erratic funding levels and procedures which create constant gyrations in enrollment

-- The generation and distribution of staffing, performance and cost data for all Skills Centers so that individual centers can compare their operations with others

-- The establishment of a realistic cost-effectiveness approach to program performance

Administrative and Management Devices

The evaluation sought to inventory some of the more common management instruments and to analyze how their use and quality affect the operation of Skills Centers. Since the essential process in most educational settings is the interaction between contact staff and students or enrollees, the impact of most administrative tools and actions must be judged by the effect they may have on the morale of contact staff and their ability to function, a fact too often ignored by educational administrators. Skills Center management seems to perform better than traditional vocational education administrations in this area. Many instructors identify the freedom to innovate and the improved teaching atmosphere as the major reason they prefer the Skills Center setting over the traditional teaching system.

---

[2] Guidelines for the Planning and Development of Skills Centers, U.S. Department of Labor/Department of Health, Education and Welfare, June 1970.

It is important to note that center directors receive little or no technical assistance in management and administration (with the possible exception of property control), unless the meaning of technical assistance is stretched to include being told what to do and what not to do. Considering this, together with the fact that most directors have not become administrators by virtue of formal education or experience, most centers are remarkably well administered. Some of the more serious management deficiencies are the following:

Inadequate Management Information Systems: While almost all centers generate a great deal of raw data concerning the enrollee and his performance, only a few centers process this information for management purposes. Completion rates, placement rates, job performance, costs and distribution of services are examples of critical information not had by the administrator. The effect of this omission is felt throughout the entire MDTA system, from the local to the national level. The result is that it is impossible to determine the program impact of any policy or administrative action. Thus, the administration of the Skills Center program in general is to a great degree subjective, based on assumptions (sometimes erroneous) rather than facts.

Lack of Planning and Budgeting: The process of planning for a more effective pursuit of program objectives, and the process of allocating anticipated resources (budgeting) require three preconditions: (1) some indication of the probability and size of future funding; (2) a certain degree of control over the operational design of the current and future program; and (3) past experience from which projections can be made. The first two of these conditions are denied Skills Centers. It is understandable, therefore, that very little planning is performed at the Skills Center level. Rather than attempt to plan in such an uncertain setting, center management generally spends its time pleading and lobbying with higher authorities to create the conditions whereby, in the short run at least, planning and budgeting can be accomplished.

Fiscal Control and Procedures

A fiscal system should provide in the simplest manner possible for the efficient handling, recording and projecting of financial resources to insure that they are well utilized in the execution of the program. The procedures for handling and recording expenditures is generally adequate; in some centers it is excellent. Procedures for projecting costs and producing management information are generally weak.

Personnel Practices and Staff Characteristics

The average employee of a typical Skills Center is 41 years old, married, white, has completed high school and earns $11,500 for 12 months of work. He (61 percent are men) has been with the Skills Center or its sponsor for the last three years and has had over 14 years of experience in what he is now doing. Analysis of staff characteristics indicates the following:

-- Skills Centers tend to recruit instructors with substantial occupational experience rather than academic qualifications. The average years of education for vocational instructors is only 12-14 as compared to 16 for basic education teachers and over 16 for counselors and administrators.

-- Very few minority group members are hired as vocational education instructors. This is mainly because minorities have not had an opportunity to gain occupational experience in most of the craft areas in which the centers offer training.

-- Average incomes are apparently high. However, these averages are distorted because in many centers hourly wage rates are raised to make up for lack of fringe benefits; and instructional staffs in Skills Centers generally teach for 7-8 hours a day, 52 weeks a year to realize their income levels. When adjusted to public school standards to offset lack of fringes and longer teaching hours, equivalent average earnings are closer to $7850.

Sixteen centers function under the personnel policies of their parent organizations and utilize their personnel manuals. In a few areas, special modifications have been made to adapt to the needs of the Skills Center operation. The most serious personnel problems result from the following:

-- Lack of Staff Training: The absence of any pre- or inservice training causes serious operational weaknesses in nine centers. Since many instructors have not had previous teaching experience, the lack of staff training causes a gap that is not being bridged by the current AMIDS program.

-- Lack of Staff Benefits: Fringe benefits vary drastically from center to center. Four centers provide no fringes of any kind. Only ten centers have reasonably adequate and balanced fringe packages, and in only one of these could fringes be described as generous. In seven centers, the inadequacy of fringe benefits causes serious staff morale problems, to the extent that in two centers employee unions are threatening strikes. Local administrators who condone or perpetuate grossly inadequate fringe benefits, particularly in highly organized areas, are "leading with their chins," asking for employee unrest and lower production because of morale problems.

Cost Analysis

Only the briefest summary of the cost analysis found in Chapter 7 of the report can be included here.

The average center allocates costs in the following manner:

-- Salaries: 66 percent

-- Fringe Benefits: 7.3 percent

-- Rent: 9 percent

-- Utilities: 2.8 percent

-- Maintenance, Repairs, Security: 1 percent

-- Equipment: 3.8 percent

-- Equipment Maintenance and Repair: 1 percent

-- Supplies and Materials: 6 percent

-- Other: 3.7 percent

The average center offers 29.2 weeks of training per individual and has the following fiscal characteristics:

-- 73 percent of its total resources are spent on staff costs, including fringe benefits; 12.6 percent on facilities, 4.7 percent on equipment, and 6 percent on supplies and materials

-- Dividing total annual costs by the contracted number of training positions or slots would result in an average cost of $2883 per slot

-- Since all slots are not always filled, dividing the total costs by average enrollment,cost per man-year of training is $3593

-- Since a completer remains in the program for an average of only 29 weeks, the average center over the last several years has produced one completer for every $1397 it has expended

-- Since all completers are not placed, for every $2214, a completer has been successfully place in a job

-- Based on total enrollment including dropouts, replacements, etc., average expenditures per enrollee are $852

None of these costs include stipends paid by the Employment Service to the enrollees for personal and family support during training. Other costs not included are the overhead staff and administrative costs of administering the overall MDTA program by the Departments of Labor and Health, Education and Welfare, the State Employment Services and vocational education departments and local school systems.

The following variables have the greatest effect on costs:

-- Length of training

-- Staff to enrollee ratios

-- Staff salaries and fringe benefits

-- Actual enrollment versus design levels

-- Dropout and placement rates

Proportionate reductions in time or in staff are worth almost eight times as much as savings in facility costs, 20 times as much as savings in equipment costs and 16 times as much savings in supply costs. Thus, current facility and equipment costs could be substantially increased or decreased with only marginal effects on total training costs.

Facilities Cost Analysis

Free or extremely low rent almost always translates into outmoded, inappropriate facilities that no one else wants or can afford. It also means that staff costs will be higher because of a disproportionate number of employees required to maintain such facilities. Detroit's old factory and Philadelphia's old warehouse provide the best examples. Philadelphia's huge (750,000 square feet) ex-Marine Corps warehouse is an apparent bargain, with only five percent of the Skills Center's budget used for rent, utilities, etc., but closer scrutiny reveals that approximately 25 percent of Philadelphia's total staff effort goes into maintaining and managing this vast facility. Thus, the apparent five percent facility cost is actually a substantial 26 percent. On the same basis, Detroit's apparent bargain (six percent of total costs) actually consumes more than 25 percent of the center's resources. In contrast, the Gardena (California), Des Moines and East Los Angeles Centers rent modern, competitively desirable, single-story light industrial space in light industrial parks at competitive rental rates, and still manage facility costs of 14 percent, 12 percent and 10 percent of their total resources.

All of these centers have capable managements, but the first group must function under higher real facility costs, correspondingly lower staff efforts for instructional purposes, and an atmosphere which even the most dedicated staff member or motivated enrollee would find depressing. The old, unused public school buildings (most of which are condemned) that are currently used by some centers must serve as a constant reminder of past failures to the substantial proportion of enrollees who are school dropouts.

Cost Analysis Conclusions

This study was able to assemble the most extensive data yet available on training costs in Skills Centers. However, the outcome of MDTA projects including Skills Centers is the subject of another of the four MDTA evaluations funded. Perhaps when that data is available it will be possible to combine it with this in some semblance of a cost benefit or cost effectiveness analysis. Looking at the cost side alone, the picture is surprisingly good, even though there is room for improvement in every center. The demonstrated cost performance of the Des Moines Skills Center is an example of what is possible rather than what is typical. This center takes a disadvantaged individual who has little or no skills, and, on the average, in less than 23 weeks provides him with a marketable skill and places him on a job for $680, not including personal stipends. This performance is more than three times better than the average. No such extensive cost data is available for any other program including non-Skills Center MDTA projects. The latter should become available from another of the four MDTA evaluations. At this point, the evaluators can only express their judgment that an average cost of $1297 per completer and $2214 per placement appears to be a reasonable social investment, considering the likely return to both the individual and society.

Community Manpower Planning

ORC performed an analysis of 13 CAMPS plans, and interviewed CAMPS officials responsible for committees in areas where 18 of the 19 centers are located. The intent was to evaluate how well the CAMPS system is functioning with respect to the Skills Center program. In addition, an attempt was made to determine whether MDTA Advisory Committees were active in the various areas, and, if so, to what extent they affect Skills Center offerings.

Evaluation of CAMPS Plans: CAMPS plans were evaluated by the degree to which they contained the information required by the CAMPS guidelines and the quality of that data. Eight of the 13 local CAMPS plans analyzed by ORC were rated complete, two were rated fair, and three were incomplete. The information most often lacking in CAMPS plans is that concerning manpower and educational facilities, and public and private supportive services. The lack of information in these fields indicates either an unwillingness of key agencies to participate in CAMPS or an inability of these agencies to forecast their capabilities, especially with respect to supportive services.

Effect of Skills Centers: CAMPS Committees have taken no action to promote "buy-ins" by other programs in Skills Centers, nor to affect the occupational offerings, the selection of enrollees, or the mix of training in Skills Centers. Most local CAMPS Committees have not attempted to change the ways in which the funds for manpower programs have been distributed. Where such attempts have been made, they have not been successful. CAMPS Committees have never considered the assignment of specific roles or responsibilities to the specific manpower programs operating at the local level. Until CAMPS faces this problem, it will not succeed as local coordinating mechanism.

Membership of Skills Center Director: Eight of the 19 Skills Center Directors do not serve on CAMPS Committees. Those directors who are members attend regularly and participate actively.

MDTA Advisory Committees: MDTA Advisory Committees no longer exert significant influence at the local level. No committees exist in seven of the 17 areas where the 19 centers are located. If such committees are to be utilized in the future, they should be integrated into the CAMPS system.

Performance Criteria

Throughout the course of this evaluation, ORC collected as much data as possible pertaining to Skills Center performance: absentee rates, completion and dropout rates, reasons for dropouts, placement rates, follow-up information and cost data. Almost all of these data had to be compiled on-site, usually by hand counting, collecting the necessary information available from widely scattered sources in either the centers or the Employment Service.

Information on all criteria is not available for all centers. Attendance rates are presented for 18 of the 19 centers, completion and dropout rates for 18 centers, placement rates for 13 centers, and follow-up information for 12 centers. Nevertheless, the overall sample in all categories is large enough to provide a significant measure of Skills Center performance.

Had the evaluators depended upon information provided by either federal or local agencies, literally no information pertaining to performance in two-thirds (13) of the centers would have been presented in this report. Comprehensive information was available from such sources for only one center. It is significant that not one center knew its absentee rate; only four had any kind of follow-up information, three of whom had performed their own follow-up; only two knew their placement rates; and not one center had anything but the vaguest idea of what it cost to produce a completion or placement. Completion, dropout, placement and follow-up rates by occupational category were generally not known by center staffs.

Even if all the desired data were available, it could not prove the Skills Centers' worth until it could answer the question "relative to what?" Are there alternative programs which could achieve more at lower costs? Examination of non-Skills Center MDTA projects and other manpower programs for comparison with Skills Center performance was not part of the ORC assignment. The other three MDTA evaluations underway--one of the management system, one of non-Skills Center institutional training and one of institutional and OJT MDTA outcomes--should provide the data for comparison. Meanwhile the evaluators can only express judgment that the results of all performance criteria measurements, with the possible exception of dropout rates, are supportive of the Skills Center program's worth.

Attendance Rates: The overall attendance rate for Skills Centers (84 percent) compares favorably with attendance rates in public schools.

A Skills Center with a low absentee rate is apt to have the following characteristics:

- -- Be located in a campus-like or light industrial facility
- -- Have a predominately white student body
- -- Be sponsored by a community college or county board of education
- -- Be serving a less disadvantaged enrollee than centers with high absentee rates
- -- Have a firm policy against absenteeism
- -- Have high quality courses and competent instructors

A Skills Center with a high absentee rate is apt to have the following characteristics:

- -- Be located in a traditional school or converted military facility
- -- Have a predominately black student body
- -- Be sponsored by a local school system

-- Be serving a higher proportion of disadvantaged enrollees

-- Be permissive toward absenteeism

-- Have poor quality courses and instructors

Completion and Dropout Rates: The critical factor in determing dropout rates appears to be location. All the centers with low dropout rates are in rural areas or relatively small cities while most centers with high dropout rates are in major metropolitan areas. Completion and dropout rates could be improved everywhere, but even at present rates, the $1397 cost per completer appears reasonable. The overall dropout rate of 38.2 percent seems high, but this rate is based on the tightest possible definition of "dropout:" that is, an enrollee who does not complete the entire course. Enrollees who complete certain training objectives and "early completers" who leave after obtaining jobs are counted as dropouts.

Placement Rate: The overall placement rate for over 2,000 completers was 71.5 percent. The average cost per placement was $2214. Considering that among the 13 centers having placement rate information, the nine enrolling the most severely disadvantaged clientele were included and adding the fact that the ORC survey took place during an economic downturn, this record should not be discounted.

Job Retention Rates: ES follow-up information indicates approximately 60 percent of the enrollees placed remained employed six months after their graduation. Center follow-up covering enrollees who had been out of the Skills Centers between one and two years indicated a 63 percent retention rate.

Enrollee Identity: If enrollee identification with the institution is defined as active participation in center affairs, school spirit in the high school or college sense, or post graduate support for the institutions, enrollee identification does not exist. If, on the other hand, enrollee identification is defined as a belief on the part of trainees that the centers are relevant to their employment needs, the evidence indicates that such identification does exist in most centers.

Institutional Change: A comprehensive study of the impact of the MDTA program in bringing change to related institutions is beyond the scope of this evaluation. However, certain trends have been identified which indicate that MDTA and Skills Centers may be effecting change, especially within State Departments of Vocational Education. Further study is needed to verify these developments, but they are worth noting in this report:

-- The Skills Center program is being used as a recruitment source for vocational education instructors in many areas.

-- The development of Regional Occupational Centers and Area Trade Schools in many areas have come about as the result of pressure exerted by MDTA programs, especially Skills Centers.

-- In several areas, Skills Center concepts have been incorporated in the development of new community colleges, and the reorientation of established community colleges. In fact, one new community college has been built around the Skills Center concept, even to the extent of adopting the open-entry concept for all courses.

-- In some areas, high school vocational courses have been changed to correspond with Skills Center concepts, and in one city, plans are on the drawing board to create a chain of neighborhood high school level Skills Centers, throughout the city.

Programs for Dissemination

Chapter 8 describes some of the more interesting programs being carried on at individual Skills Centers which appeared worthy of dissemination. Outstanding counseling, job development, vocational, pre vocational, orientation and other programs are documented. In addition, outstanding techniques in Skills Center management and curriculum development are described.

Conclusions of the Evaluation

It is worth reiterating that the major purpose of this evaluation is to reach some conclusions about the Skills Center concept and not to evaluate through a cost benefit or efficiency analysis the 19 centers included in the sample. Thus, although ORC has compiled a great deal of management and performance data relating to each of the 19 centers, the major thrust of this report is to identify conceptual strengths and weaknesses as they relate to the present and the future operation of Skills Centers as a new institution on the manpower scene.

Skills Centers came into being because there were not other institutions either capable or willing to provide institutional training geared specifically to the needs of the disadvantaged. In filling this vacuum, Skills Centers have provided, and are continuing to provide, valuable services to the communities in which they exist. In discussing the future of Skills Centers, however, there are serious questions, relating to the concept itself, that must be answered before the long range future of Skills Centers can be determined. Before discussing these issues, it it useful to outline the conceptual strengths and weaknesses of the Skills Center program.

Contributions of the Skills Center Concept

Unique Program: In most areas Skills Centers are the sole institutions both capable and willing to provide disadvantaged adults with skill training, supported by remedial education, related education, counseling and other related services. Without them, there would be no available substitute.

Experimental Program: Skills Centers have proven their effectiveness in developing new methods and techniques for making institutional training more palatable to the disadvantaged. Innovative techniques such as open-entry/open-exit, the cluster approach to skill training and individualized instruction have been applied previously in some vocational schools but not specifically adapted to the disadvantaged. A variety of new approaches to "employability training" have been developed in Skills Centers, and are proving effective in helping the disadvantaged prepare for productive employment.

Institutional Change: There is a good deal of evidence that Skills Centers have helped bring about change in existing vocational education institutions. Since the establishment of Skills Centers, area vocational centers, regional occupational centers and other institutions, or changes within institutions, have been established, incorporating Skills Center concepts.

Trained Staff: Skills Centers have helped develop a body of management and instructional staff who have expert knowledge in providing training and other manpower services to the disadvantaged, and who are now in demand in more permanent institutions.

Minority Employment: Skills Centers have provided increasing opportunities for minority counselors and management personnel to develop their skills and find satisfying employment in the field of education.

Telescoping of Training Time: Skills Centers have demonstrated that it is possible to train individuals with entry level skills in a considerably shorter period of time than it takes in most vocational institutions.

Perhaps the most valuable aspect of the Skills Center concept is that it recognizes, more than any other federally sponsored manpower program, that there is no easy way of preparing the disadvantaged for permanent and productive employment. Skills Centers emphasize not only vocational training, but programs to increase the individual's capacity to function in a changing labor market. Inherent in the Skills Center concept is the recognition that in the long run the only way to help a person find economic security is to provide for an increase in his capacity to compute, communicate and comprehend at the highest possible level, and to encourage continuous training and education throughout all of an individual's working life.

Weaknesses of the Skills Center Concept

There are serious weaknesses in the Skills Center concept that must be recognizied and eliminated if the Skills Center program is to flourish in the future.

Segregated Program: In an era when de facto segregation is one of the most difficult problems facing public educational institutions, Skills Centers sponsored by the federal government appear to be an extension of an already troubled system. Skills Centers were designed specifically to serve the disadvantaged, yet in carrying out that design, sponsors are open to the charge of establishing a segregated educational system. The problem is aggravated further by the fact that the range of course offerings at Skills Centers is very narrow, and that in most areas the facilities are "second-class." Thus, Skills Centers are susceptible to the charge of identifying certain limited occupations as "suitable" for the disadvantaged and carrying them out in segregated, second-class facilities.

Insecure Financial Base: Skills Centers are subject to year-to-year appropriations, and are affected by changing federal priorities in the funding of manpower programs. The result is that organized planning and budgeting is impossible, funds available for capital outlay and facility acquistion are inadequate, and all staff operate in an atmosphere of insecurity. In addition, since the majority of funds for Skills Centers emanate from the federal treasury, Skills Centers operate under much tighter restrictions (even as to the kinds of courses that they may offer) than most local tax-supported institutions. The insecure financial base aggravates the problem discussed above, especially with regard to the acquisition of first-class facilities and equipment.

"Reasonable Expectation of Employment": The concept of reasonable expectation of employment is the major reason the range of Skills Center offerings are so narrow. Although the reasons for this requirement are obvious, Skills Centers operating in areas which have area trade schools, regional occupational centers and community colleges--all of which offer a wide range of offerings--look pale by comparison. It is a fact that all potential enrollees are not suited to the seven occupational offerings which make up over 75 percent of Skills Center enrollment, or the two courses which enroll 70 percent of all female enrollees. The limited offerings at Skills Centers motivates an increase in Employment Service "individual referrals" to training institutions other than Skills Centers, and may be one of the major causes of chronic low enrollment.

Operating Problems

In addition to the problems inherent in the Skills Center concept, there are serious problems which have emerged in practice, though they are not inherent in the concept. The following are common to most of the 19 Skills Centers:

-- Management Information: Although almost all centers generate a great deal of data concerning the enrollee and his performance, only a few of the centers even begin to process this data for management purposes. That is, most of the centers don't know the characteristics of the enrollees that they are dealing with, nor do they have any quantitative measurements of their overall performance such as attendance, dropouts, completions, placements, follow-up, reading level increases, skill acquisitions, cost per enrollee, etc. Perhaps even more significant is the fact that if they do process any of this information, they have nothing to compare it to, i.e., "How does their attendance rate, enrollee placement rate, basic education cost of counseling, etc., stack up against other Skills Center operations or other manpower programs in the community?"

-- Program Information: Few Skills Center staffers have had more than a cursory look at another Skills Center or know what is being done in their area in other centers. Almost all of the serious common problems encountered in the operation of a Skills Center have been satisfactorily solved by at least one center, yet most continue to struggle with these problems.

-- Facilities: In almost every center, the adequacy of facilities is a problem; in some cases, it is a major problem. The problem does not necessarily involve obtaining new facilites, but the lack of funds for renovation, repair and maintenance of present facilities.

-- Equipment: Most center directors and instructors complain that funds for new equipment have not been available for several years. Equipment for the most part is adequate, but in almost every center there is a need for new equipment in some courses.

-- Curriculum Development and Materials: Most centers need help in developing curricula and in obtaining materials for the development of curricula. There are several examples of centers which are receiving excellent help from either the state or the local Board of Education in this area, but in most centers curriculum development is a problem.

-- Staff Training: Most instructors complain that present staff training programs do not help in handling open-ended courses and individualized instruction. There is a need for more specialized training in specific teaching techniques.

-- Staff Benefits: The lack of fringe benefits causes severe morale problems for the personnel of some centers.

- -- Problem Courses: Building maintenance, food service and sewing courses have consistently poor records in most centers.

- -- Counseling: Most Skills Center counselors are new at their jobs. There is a need for technical assistance in the field of guidance and counseling in most centers.

- -- Employment Service Conflicts: Conflict between the Employment Service and Skills Center (or school staff) exists in the following areas:

  - --Selection Process: School officials often complain that no selection is performed by the Employment Service; ES officials on the other hand complain that they are under pressure to fill slots, and that the schools want only the "cream" of the disadvantaged.

  - -- Job Development and Placement: Skills Center staff complain that very little job development is done by the ES and that most placements are made by school instructors. The ES maintains that instructors place only those who are highly qualified, sending the poor achievers to ES for placement.

  - -- Follow-Up: Schools complain that they receive no follow-up reports from the Employment Service. ES follow-up is good in some areas, poor in others. Even in those areas where follow-up is good, however, summary reports are not fed back to Skills Center directors and instructional staffs.

  - --MT-1 Process: Schools maintain that there could be a much greater variety of courses offered to Skills Center enrollees, and complain that ES cuts off courses without adequate documentation. The ES replies that most labor market surveys performed by ES research staff are at least 6 months behind the times. ES staff must, therefore, rely on job orders received by local offices for documentation on MT-1's. The ES also states that Skills Centers have a special interest in maintaining courses for which there is no longer any demand. If courses are discontinued, Skills Centers must fire instructors and change equipment. In all of these issues there is truth in both viewpoints. The essence of the conflicting views is found in: (1) the pressure on the Employment Service to keep the slots full; (2) the absence of any federal guidelines concerning what people of what characteristics should be referred to what program; and (3) the fact that no real testing occurs, by work sampling or other methods, to predetermine the enrollee's potential skills and interests.

-- Eight-Hour Teaching Schedule: In some areas, Skills Center instructors are required to teach eight hours a day. This does not allow instructors any preparation time or time to develop relationship with local industry.

-- Fixed Price for Buy-Ins: Most centers do not have a fixed-price for the purchase of Skills Center services, nor do they have a common understanding as to how to compute such a price.

-- Lead Time: Centers need more lead time for both planning and budgeting purposes and for hiring teachers.

-- Purchasing Procedures: Purchasing procedures are often cumbersome and result in classes starting without the necessary equipment.

-- Delegation of Authority: In many centers sufficient authority is not delegated to the Skills Center director, and overly-complicated organizational patterns place the Skills Center director too low on the organizational totem pole.

-- Low Enrollment: MDTA enrollment in several centers is consistently low.

-- "Poor Cousin" Problem: In many areas, the MDTA Skills Center looks like and is treated like a "poor cousin" to newly formed state or city vocational center complexes.

-- 52-Week Operational Level: Skills Centers, operating 52 weeks a year, have little or no time to "clean up" either physically or mentally. At least one center solves this problem by closing down completely for two weeks each year.

Recommendations

Recommendations are of value only insofar as they are realistic and constructive. The following recommendations are geared toward the long range future of the Skills Center program and the evolution of the Skills Center concept. Their concern is the alleviation of problems faced by local administrators, especially Skills Center directors. The most significant accomplishments of Skills Centers can be traced primarily to local administrators and contact staff working under extremely difficult conditions. Most program weaknesses, on the other hand, are outside the control of local management.

Skills Centers are performing a unique and much needed service in all areas where they are operating and there is no indication that the need will decrease in the foreseeable future. Nevertheless, if Skills Centers are to continue, if the Skills Center concept is to survive, several serious problems must be recognized and resolved. Chief among these are the avoiding of a segregated educational system and securing of a more stable financial base. With these problems in mind, the following recommendations are offered:

1. The separately established and administered Skills Center was vital when it was instituted, since no other institutions existed willing to and capable of training the disadvantaged. This remains true in most areas but at least the principal and national commitment is sufficiently well recognized that a beginning can be made to move toward the integration of Skills Centers with non-segregated institutions, such as community colleges. Although it is too early to judge the results of the experiment in Denver to integrate a Skills Center into the community college, the benefits to be derived from integrating the disadvantaged with other community college students, and the availability of a wide range of occupational offerings to Skills Center enrollees, have been demonstrated. The missing element in most areas is the commitment to serving the disadvantaged, evident in the Denver case. Most community colleges are not that, but merely junior colleges yearning to grow up to be senior institutions of higher learning. Nevertheless, the Skills Centers may supply the needed leverage to pressure two-year postsecondary educational institutions into truly serving their communities. It is our considered recommendation that Skills Centers should begin to move in this direction. We realize that such an evolution will take time, but we believe that the movement has already begun and that the administrators of the MDTA program should help to spur it on.

2. Without a more secure financial base, the Skills Center program will inevitably deteriorate, especially if the diversion of MDTA funds into other manpower programs is continued. Based on the supposition that Skills Centers have already proved their worth in providing institutional vocational training to the disadvantaged, it is recommended that there be no further diversion of MDTA funds from Skills Centers, unless such diversions can be supported by documented evidence of cost-benefit gains. This alone, however, will not solve the financial problems of Skills Centers. The program must begin to search for local or state tax support. The accomplishment of Recommendation Number 1 might help in this area, especially if MDTA funds can be used, as they were in Denver, to help support fledgling community colleges or to reorient existing state and local vocational educational institutions or systems. This, again, will take time, but MDTA administrators and the Congress should be considering ways and means of finding more permanent financing for the Skills Center program.

3. Although the "reasonable expectation of employment" requirement should never be fully eliminated from a federally financed vocational training program, the Manpower Administration of the United States Department of Labor should begin immediately to review the entire process of requisitioning training programs (the MT-1 process). The review should focus on the possibilities of broadening the range of occupational offerings in Skills Centers and executing comprehensive labor market surveys to determine both present and future shortage occupations. Special efforts should be made to identify a wider range of occupational offerings for women.

4. The Office of Education of the Department of Health, Education and Welfare should insist that local sponsors of Skills Centers make every effort to secure first-class facilities, and should review carefully local sponsor justification for the use of rundown or outmoded facilities, either for claimed cost savings, or as a means of meeting matching requirements. Where the use of such facilities is unavoidable, program staff should be given as much leeway as possible in allocating funds for rehabilitation.

5. MDTA administrators at the national, state and regional levels must recognize that a vocational education program requires a substantial capital outlay for equipment and other teaching hardware. Failure to recognize and act upon this fact of life will result in a deterioration of the Skills Center program. Present outlay for equipment of only 3.8 percent of total costs is inadequate to meet immediate and future needs. This figure could be doubled without having a significant effect on total training costs. It is, therefore, recommended that the allocation for equipment and maintenance of equipment be substantially raised.

6. National administrators (both Manpower Administration and Office of Education) should require that monthly summaries of management information be compiled at the local level and submitted to state and local agencies for monitoring purposes. The information can be used by local administrators for management purposes. Such summaries should contain at least the following:

-- Current contracted slot capacity (overall and by occupational offering)

-- Current enrollment (overall and by occupational offering)

-- Enrollee characteristics (by disadvantaged criteria, overall and by occupational offering)

-- Attendance rates (overall and by occupational offering)

-- Dropout rates (overall and by occupational offering)

-- Reasons for dropouts (as specific as possible, including characteristics of dropouts)

-- Completion rates (overall and by occupational offering)

-- Job retention rates (overall and by occupational offering from sample studies)

-- Anticipated costs (per center, occupational offering, year, month, individual, completer and placement)

-- Actual costs (broken down by the same categories)

-- Types of staff (contact, non-contact, etc.)

-- Staff characteristics (broken down by types of staff)

-- Enrollee-staff ratios (broken down by contact and non-contact staff)

The summaries can be assembled and analyzed at the national level and fed back to the centers. Centers will require help in instituting such a system. The Manpower Administration and the Office of Education should cooperate in seeing to it that such help is provided.

7. An exchange of program information among centers should be established, especially in the areas of curriculum development, development of performance objectives and other material relating to open-entry/open-exit, the cluster approach and individualized training techniques.

8. All centers should receive help in curriculum development, or at least be made aware of material now on the market which could be adapted to Skills Center use.

9. Staff training programs should zero in on the following specific areas:

    -- Learning theory and behavior modification as applied to the adult underprivileged and undereducated.

    -- Organization of general courses of study, task analysis, development of performance objectives, sequencing from the simple to the complex, course outlines, job and operation sheets.

    -- Integrating related theory, basic education and counseling.

    -- Determining, locating, developing and using materials, texts, literature, films, tapes and other teaching aids.

    -- Identifying, locating or developing various methods and techniques such as the cluster approach, individualized instruction, programmed learning instruction, demonstrations and lectures, and other educational practices.

-- Developing objective means of evaluating trainee progress through performance objectives or appropriate testing.

All centers and all staffs do not need training in all of these subjects, but one or more are needed in all centers. Training should be geared to the needs of individual centers and individual occupational offerings.

10. Skills Center instructors should receive fringe benefits comparable to those received by teachers in the regular school system.

11. Problem courses, such as food service and building maintenance should be reviewed to determine (1) whether upgrading might be a better means of serving the disadvantaged in these areas; (2) whether such programs are serving as "dumping grounds" for the most unemployable trainees; and (3) whether a promotional campaign would be of value in creating a greater applicant interest in these programs. Care should be taken that the production aspect of food service courses does not take precedence over the training.

12. Consideration should be given to combining ES and center on-site counseling operations in an effort to cut down on counseling caseloads and eliminate duplication.

13. The Employment Service outreach and recruitment operation should be improved in an effort to help eliminate chronic low enrollment in many centers.

14. Consideration should be given to deferring ES assignment of an enrollee to a specific vocational course until he has undergone a vocational guidance program (including testing, counseling and review of course requirements) at the center. Work sampling seems to be the most promising approach to low cost assessment of enrollee aptitutdes.

15. There should be cooperation between instructors and ES job development staff in the placement of enrollees. ES job developers (or employer representatives) should be stationed full-time at all centers and should work cooperatively with instructors and other center personnel, as well as with enrollees. Separate placement records for Skills Center enrollees should be kept, and disseminated to Skills Center staff on a periodic basis.

16. The Skills Center should participate in the follow-up process. Evidence indicates that letters signed by instructors draw a greater graduate response than form letters sent out by the Employment Service. Periodic reports on job retention rates should be prepared at the local level and disseminated to Skills Center staff.

17. Instructors should not be required to teach eight hours a day. All instructors need time to develop curricula, prepare for classes, renew employer or industry contacts, and seek out new material. The eight hour teaching requirement that exists in most centers makes such activities impossible.

18. Consideration should be given to allowing Skills Centers to set tuition rates for "buy-ins." As long as the number of individual buy-ins does not exceed 5 to 10 percent of total enrollment, the center director would be able to use this income to enrich the program at his discretion. Once the number of buy-ins exceeds 5 to 10 percent maximum, the center would be required to reallocate its overall budget to ensure that the total tuition income contributes to overall Skills Center costs and that student-to-instructor ratios do not become so large as to effect the quality of the program. Such a procedure would encourage center administrations to actively seek out buy-ins, rather than discourage anything other than total course or program-sized buy-ins.

19. Every effort should be made at all levels to give centers adequate lead time to plan, budget, purchase equipment and supplies and hire staff.

20. Consideration should be given to allowing centers to close down for one or two weeks per year for purposes of clean up, maintenance, rehabilitation, staff vacations, etc. If nothing else, instructors and other staff should be allowed at least two weeks per year vacation.

21. Skills Center directors should be given all the authority they need to handle day-to-day and overall program problems. In particular, Skills Center directors should have primary control over the accounting and personnel functions.

22. Finally, the total MDTA program, along with other manpower programs, is guilty of doing the minimum possible for each enrollee at minimum cost. The result is emphasis on entry level preparation for semi-skilled jobs. Given limited budgets, it is understandable and even commendable that administrators seek to serve as many persons as possible. A consequence may be that many are trained for jobs they could have obtained without training, given sufficient job development and placement support. It is possible that more might be accomplished for more people in the long run by taking disadvantaged enrollees from where they are as far as they have the potential capability to go. There should be no revolutionary decision in this regard but there should be experimentation.

Other recommendations could be made. Discretionary funds for supportive services should be in the budget. Federal agencies should provide guidelines on what types of people should be referred to what programs. An improved enrollee selection process should include either prevocational training or a brief assessment period including work sampling.

The Skills Center program represents a major innovation in the American education and training system: a postsecondary training institution designed to remedy some of the failures of the existing system of preparation for employment. Given its resources and the magnitude of the problem, its performance has been impressive. Elimination of some conceptual weaknesses and solution to some pervasive but not ineradicable operating problems could multiply that contribution. But the Skills Center is best viewed as a transition stage between an education and training system unwilling and incapable of serving the disadvantaged and one willing, capable and anxious to meet their needs within a reformed mainstream of occupational preparation.

STATISTICAL APPENDIX

Enrollee Characteristics:

- --Data for Tables 1-23 was obtained from Manpower Administration Form MA-101
- --Data for Tables 24-28 was obtained from the enrollee Socio-Economic Characteristic Questionnaire
- --The tables are for all enrollee records, by center, unless a subgroup is indicated.
- --The percentage given with a "Total" indicates the proportion of usable records for each table.

APPENDIX - TABLE OF CONTENTS

Enrollee Data, by Center

Page

Table 1: Age --------------------------- 4
2: Marital Status ------------------- 5
3: Marital Status - Male ------------- 6
4: Marital Status - Female -------------- 7
5: Primary Wage Earner ------------------ 8
6: Head of Household ---------------------- 9
7: Head of Household - Male ---------------10
8: Head of Household - Female ------------- 11
9: Number of Dependents ---------------- 12
10: Race and Spanish Surname--------------- 13
11: Public Assistance Status ---------------- 14
12: Educational Attainment ---------------- 15
13: Educational Attainment - Male ----------- 16
14: Educational Attainment - Female --------- 17
15: Educational Attainment - By Race --------- 18
(For All only, not by Center)
16: Years of Gainful Employment ------------ 19
17: Hourly Wage of Last Full-Time Job ------- 20
18: Income (Above or Below Poverty) --------- 21
19: Labor Force Status ---------------------- 22
20: Weeks Unemployed Last 12 Months -------- 23
21: Current Spell of Unemployment ---------- 24
22: Referral Agent ------------------------ 25
23: Disadvantaged Status ------------------- 26
24: Parents State of Birth ------------------ 27
25: Enrollees State of Birth ---------------- 28
26: Parents Place of Birth (Urban or Rural) -----29
27: Enrollees Place of Birth (Urban or Rural) ---30
28: Head of Household - Enrollees Youth ----- 31
29: Enrollment By Occupation Type of Training 32
30: Distribution of Enrollee Records ----------33

Staff Data, by Center

Table 31: Percent and Ratio (Slots/Staff) by Staff Type 34
32: Marital Status, Sex, Age and Race -------- 35
33: Income (Annualized - Full-Time) -------- 36
34 Highest Educational Level Completed------ 37
35 Length of Service With Center----------- 38
36: Years of Experience ------------------- 39

APPENDIX - TABLE OF CONTENTS (Cont'd.)

Staff Data, by Selected Staff Types   Page

Table 37: Marital Status, Sex, Age and Race ---------- 40
38: Income (Annualized - Full-Time) ------------ 40
39: Highest Educational Level Completed ----------- 41
40: Length of Service with Center----------------- 41
41: Years of Experience ------------------------ 42

Other Data

Table 42: Entry Grade Levels by Occupation ------------ 43
43: Course Offerings by Center ------------------ 44
44: Course Lists for Table 43 -------------------- 45
45: Operational Structure by Center -------------- 47
46: Performance Summary by Center-------------- 49

TABLE 1 - AGE OF ENROLLEES

Center	Mean	Range	Total
All	26.8	16-68	3226
10	28.1	16-54	107
15	25.5	16-59	210
20	27.2	17-67	300
30	26.6	17-56	595
35	32.9	17-56	108
40	26.1	17-59	137
45	27.2	18-56	285
50	26.7	17-60	269
55	25.1	18-46	50
60	27.5	17-52	30
65	26.0	18-58	227
70	24.1	18-55	108
75	26.9	17-57	118
80	24.8	17-58	237
85	26.5	17-52	136
90	26.2	17-47	50
95	29.2	18-68	259

A-5

TABLE 2 - MARITAL STATUS

Center	Married		Single		Total	
	#	%	#	%	#	%
All	1021	(30.9)	2278	(39.1)	3299	(98.1)
10	43	(40.2)	64	(59.8)	107	(100.0)
15	62	(29.2)	150	(70.8)	212	(100.0)
20	79	(26.2)	223	(73.8)	302	(100.0)
30	174	(30.9)	390	(69.1)	564	(92.5)
35	55	(50.9)	53	(49.1)	108	(100.0)
40	50	(36.2)	88	(63.8)	138	(100.0)
45	72	(25.4)	212	(74.6)	284	(98.6)
50	121	(39.7)	184	(60.3)	305	(97.1)
55	19	(38.0)	31	(62.0)	50	(100.0)
60	13	(43.3)	17	(56.7)	30	(100.0)
65	81	(29.0)	198	(71.0)	279	(98.6)
70	17	(15.7)	91	(84.3)	108	(100.0)
75	46	(38.7)	73	(61.3)	119	(100.0)
80	55	(22.5)	189	(77.5)	244	(99.6)
85	41	(29.7)	97	(70.3)	138	(100.0)
90	10	(20.0)	40	(80.0)	50	(100.0)
95	83	(31.8)	178	(68.2)	261	(100.0)

TABLE 3 - MARITAL STATUS
(Male)

Center	Married #	Married %	Single #	Single %	Total #	Total %
All	750	(36.9)	1285	(63.1)	2035	(98.9)
10	30	(62.5)	18	(37.5)	48	(100.0)
15	49	(38.0)	80	(62.0)	129	(100.0)
20	45	(33.1)	91	(66.9)	136	(100.0)
30	110	(34.5)	209	(65.5)	319	(96.1)
35	43	(58.9)	30	(41.1)	73	(100.0)
40	31	(50.0)	31	(50.0)	62	(100.0)
45	63	(28.4)	159	(71.6)	222	(99.6)
50	80	(48.8)	84	(51.2)	164	(97.6)
55	17	(48.6)	18	(51.4)	35	(100.0)
60	10	(58.8)	7	(41.2)	17	(100.0)
65	70	(32.4)	146	(67.6)	216	(98.2)
70	10	(20.0)	40	(80.0)	50	(100.0)
75	36	(48.0)	39	(52.0)	75	(100.0)
80	43	(24.4)	133	(75.6)	176	(100.0)
85	25	(34.7)	47	(65.3)	72	(100.0)
90	9	(29.0)	22	(71.0)	31	(100.0)
95	79	(37.6)	131	(62.4)	210	(100.0)

TABLE 4 - MARITAL STATUS
(Female)

Center	Married #	Married %	Single #	Single %	Total #	Total %
All	270	(21.3)	996	(78.7)	1266	(99.1)
10	13	(22.0)	46	(78.0)	59	(100.0)
15	13	(15.5)	71	(84.5)	84	(100.0)
20	34	(20.5)	132	(79.5)	166	(100.0)
30	60	(25.6)	174	(74.4)	234	(96.3)
35	12	(34.3)	23	(65.7)	35	(100.0)
40	19	(25.0)	57	(75.0)	76	(100.0)
45	9	(14.5)	53	(85.5)	62	(98.4)
50	40	(29.0)	98	(71.0)	138	(100.0)
55	2	(13.3)	13	(86.7)	15	(100.0)
60	3	(23.1)	10	(76.9)	13	(100.0)
65	14	(18.4)	62	(81.6)	76	(100.0)
70	7	(12.1)	51	(87.9)	58	(100.0)
75	10	(22.7)	34	(77.3)	44	(100.0)
80	12	(17.4)	57	(82.6)	69	(98.6)
85	16	(24.2)	50	(75.8)	66	(100.0)
90	1	(5.3)	18	(94.7)	19	(100.0)
95	5	(9.6)	47	(90.4)	52	(100.0)

TABLE 5 - PRIMARY WAGE EARNER

Center	Yes		No		Total	
	#	%	#	%	#	%
All	2536	(77.1)	753	(22.9)	3289	(97.8)
10	84	(78.5)	23	(21.5)	107	(100.0)
15	175	(82.9)	36	(17.1)	211	(99.5)
20	282	(93.4)	20	(6.6)	302	(100.0)
30	504	(89.4)	60	(10.6)	564	(92.5)
35	105	(97.2)	3	(2.8)	108	(100.0)
40	99	(72.8)	37	(27.2)	136	(98.6)
45	235	(82.5)	50	(17.5)	285	(99.0)
50	174	(57.8)	127	(42.2)	301	(95.9)
55	33	(66.0)	17	(34.0)	50	(100.0)
60	27	(90.0)	3	(10.0)	30	(100.0)
65	162	(58.1)	117	(41.9)	279	(98.6)
70	43	(39.8)	65	(60.2)	108	(100.0)
75	91	(77.1)	27	(22.9)	118	(99.2)
80	154	(63.6)	88	(36.4)	242	(98.8)
85	108	(78.3)	30	(21.7)	138	(100.0)
90	40	(80.0)	10	(20.0)	50	(100.0)
95	220	(84.6)	40	(15.4)	260	(99.6)

TABLE 6 - HEAD OF HOUSEHOLD

Center	Yes #	Yes %	No #	No %	Total #	Total %
All	1826	(55.5)	1463	(44.5)	3289	(97.8)
10	77	(72.0)	30	(28.0)	107	(100.0)
15	101	(47.6)	111	(52.4)	212	(100.0)
20	143	(47.5)	158	(52.5)	301	(99.7)
30	394	(70.4)	166	(29.6)	560	(91.8)
35	62	(57.4)	46	(42.6)	108	(100.0)
40	95	(69.9)	41	(30.1)	136	(98.6)
45	127	(44.4)	159	(55.6)	286	(99.3)
50	155	(50.5)	152	(49.5)	307	(97.8)
55	31	(62.0)	19	(38.0)	50	(100.0)
60	26	(86.7)	4	(13.3)	30	(100.0)
65	131	(46.8)	149	(53.2)	280	(98.9)
70	32	(29.9)	75	(70.1)	107	(99.1)
75	86	(72.9)	32	(27.1)	118	(99.2)
80	105	(43.8)	135	(56.3)	240	(98.0)
85	65	(47.1)	73	(52.9)	138	(100.0)
90	38	(76.0)	12	(24.0)	50	(100.0)
95	158	(61.0)	101	(39.0)	259	(99.2)

TABLE 7 - HEAD OF HOUSEHOLD
(Male)

Center	Yes #	Yes %	No #	No %	Total #	Total %
All	1085	(53.4)	945	(46.6)	2030	(98.7)
10	33	(68.8)	15	(31.3)	48	(100.0)
15	60	(46.5)	69	(53.5)	129	(100.0)
20	49	(36.3)	86	(63.7)	135	(99.3)
30	222	(69.4)	98	(30.6)	320	(96.4)
35	41	(56.2)	32	(43.8)	73	(100.0)
40	50	(82.0)	11	(18.0)	61	(98.4)
45	85	(38.3)	137	(61.7)	222	(99.6)
50	81	(49.1)	84	(50.9)	165	(98.2)
55	20	(57.1)	15	(42.9)	35	(100.0)
60	16	(94.1)	1	(5.9)	17	(100.0)
65	102	(46.8)	116	(53.2)	218	(99.1)
70	15	(30.6)	34	(69.4)	49	(98.0)
75	61	(82.4)	13	(17.6)	74	(98.7)
80	79	(45.7)	94	(54.3)	173	(98.3)
85	31	(43.1)	41	(56.9)	72	(100.0)
90	22	(71.0)	9	(29.0)	31	(100.0)
95	118	(56.7)	90	(43.3)	208	(99.0)

A-11

TABLE 8 - HEAD OF HOUSEHOLD
(Female)

Center	Yes		No		Total	
	#	%	#	%	#	%
All	738	(58.8)	517	(41.2)	1255	(98.3)
10	44	(74.6)	15	(25.4)	59	(100.0)
15	41	(48.8)	43	(51.2)	84	(100.0)
20	94	(56.6)	72	(43.4)	166	(100.0)
30	163	(71.8)	64	(28.2)	227	(93.4)
35	21	(60.0)	14	(40.0)	35	(100.0)
40	45	(60.0)	30	(40.0)	75	(98.7)
45	42	(66.7)	21	(33.3)	63	(100.0)
50	71	(52.2)	65	(47.8)	136	(98.6)
55	11	(73.3)	4	(26.7)	15	(100.0)
60	10	(76.9)	3	(23.1)	13	(100.0)
65	36	(48.0)	39	(52.0)	75	(98.7)
70	17	(29.3)	41	(70.7)	58	(100.0)
75	25	(56.8)	19	(43.2)	44	(100.0)
80	27	(39.7)	41	(60.3)	68	(97.1)
85	34	(51.5)	32	(48.5)	66	(100.0)
90	16	(84.2)	3	(15.8)	19	(100.0)
95	41	(78.8)	11	(21.2)	52	(100.0)

TABLE 9 - NUMBER OF DEPENDENTS

Center	0		1		2		3		4		5		6 or more		Total	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
All	1786	(54.2)	491	(14.9)	379	(11.5)	272	(8.3)	144	(4.4)	115	(3.5)	107	(3.2)	3294	(97.9)
10	26	(24.5)	31	(29.2)	21	(19.8)	14	(13.2)	5	(4.7)	4	(3.8)	5	(4.7)	106	(99.1)
15	126	(59.4)	33	(15.6)	20	(9.4)	17	(8.0)	9	(4.2)	5	(2.4)	2	(0.9)	212	(100.0)
20	154	(51.0)	54	(17.9)	34	(11.3)	21	(7.0)	11	(3.5)	16	(5.3)	12	(4.0)	302	(100.0)
30	310	(55.7)	90	(16.2)	61	(11.0)	52	(9.3)	10	(1.8)	17	(3.1)	17	(3.1)	557	(91.3)
35	43	(39.8)	17	(15.7)	18	(16.7)	8	(7.4)	8	(7.4)	7	(6.5)	7	(6.5)	108	(100.0)
40	69	(50.4)	17	(12.4)	21	(15.3)	15	(10.9)	6	(4.4)	4	(2.9)	5	(3.6)	137	(99.3)
45	167	(58.4)	33	(11.5)	28	(9.8)	25	(8.7)	15	(5.2)	8	(2.8)	10	(3.5)	286	(99.3)
50	152	(49.0)	47	(15.2)	41	(13.2)	28	(9.0)	12	(3.9)	13	(4.2)	17	(5.5)	310	(98.7)
55	22	(44.0)	9	(18.0)	7	(14.0)	5	(10.0)	6	(12.0)	0	(0.0)	1	(2.0)	50	(100.0)
60	13	(44.8)	2	(6.9)	6	(20.7)	4	(13.8)	4	(13.8)	0	(0.0)	0	(0.0)	29	(96.7)
65	157	(55.5)	45	(15.9)	34	(12.0)	22	(7.8)	10	(3.5)	7	(2.5)	8	(2.8)	283	(100.0)
70	70	(65.4)	12	(11.2)	8	(7.5)	5	(4.7)	6	(5.6)	3	(2.8)	3	(2.8)	107	(99.1)
75	67	(56.8)	16	(13.6)	14	(11.9)	9	(7.6)	7	(5.9)	4	(3.4)	1	(0.8)	118	(99.2)
80	165	(68.2)	26	(10.7)	18	(7.4)	14	(5.8)	9	(3.7)	7	(2.9)	3	(1.2)	242	(98.8)
85	76	(55.1)	28	(20.3)	15	(10.9)	4	(2.9)	7	(5.1)	5	(3.6)	3	(2.2)	138	(100.0)
90	24	(48.0)	8	(16.0)	3	(6.0)	6	(12.0)	6	(12.0)	1	(2.0)	2	(4.0)	50	(100.0)
95	145	(56.0)	23	(8.9)	30	(11.6)	23	(8.9)	13	(5.0)	14	(5.4)	11	(4.2)	259	(99.2)

TABLE 10 - RACE

Center	White #	White %	Negro #	Negro %	American Indian #	American Indian %	Other #	Other %	Total #	Total %	Spanish Surname #	Spanish Surname %(a)
All	1255	(38.3)	1881	(57.4)	70	(2.1)	73	(2.2)	3279	(97.5)	473	(14.1)
10	49	(46.2)	53	(50.0)	1	(0.9)	3	(2.8)	106	(99.1)	5	(4.7)
15	178	(84.0)	25	(11.8)	3	(1.4)	6	(2.8)	212	(100.0)	7	(3.3)
20	108	(35.8)	193	(63.9)	0	(0.0)	1	(0.3)	302	(100.0)	3	(1.0)
30	48	(8.6)	492	(88.6)	3	(0.5)	12	(2.2)	555	(91.0)	25	(4.1)
35	44	(40.7)	62	(57.4)	1	(0.9)	1	(0.9)	108	(100.0)	6	(5.6)
40	77	(55.8)	20	(14.5)	41	(29.7)	0	(0.0)	138	(100.0)	41	(29.7)
45	34	(12.0)	247	(87.0)	2	(0.7)	1	(0.4)	284	(98.6)	18	(6.3)
50	161	(53.0)	119	(39.1)	8	(2.6)	16	(5.3)	304	(96.8)	37	(11.8)
55	15	(30.0)	35	(70.0)	0	(0.0)	0	(0.0)	50	(100.0)	1	(2.0)
60	21	(72.4)	4	(13.8)	3	(10.3)	1	(3.4)	29	(96.7)	9	(30.0)
65	84	(30.3)	166	(59.9)	4	(1.4)	23	(8.3)	277	(97.9)	82	(29.0)
70	7	(6.5)	101	(93.5)	0	(0.0)	0	(0.0)	108	(100.0)	1	(0.9)
75	112	(94.9)	6	(5.1)	0	(0.0)	0	(0.0)	118	(99.2)	12	(10.1)
80	27	(11.2)	208	(86.3)	1	(0.4)	5	(2.1)	241	(98.4)	12	(4.9)
85	41	(29.9)	96	(70.1)	0	(0.0)	0	(0.0)	137	(99.3)	0	(0.0)
90	12	(24.0)	38	(76.0)	0	(0.0)	0	(0.0)	50	(100.0)	6	(12.0)
95	237	(91.2)	16	(6.2)	3	(1.2)	4	(1.5)	260	(99.6)	208	(79.7)

(a) Percentage of total available records

TABLE 11 - PUBLIC ASSISTANCE

Center	Yes #	Yes %	No #	No %	Total #	Total %
All	466	(14.1)	2833	(85.9)	3299	(98.1)
10	18	(16.8)	89	(83.2)	107	(100.0)
15	11	(5.3)	198	(94.7)	209	(98.6)
20	36	(11.9)	266	(88.1)	302	(100.0)
30	89	(15.5)	485	(84.5)	574	(94.1)
35	5	(4.6)	103	(95.4)	108	(100.0)
40	6	(4.4)	130	(95.6)	136	(98.6)
45	56	(19.8)	227	(80.2)	283	(98.3)
50	61	(20.1)	242	(79.9)	303	(96.5)
55	1	(2.0)	49	(98.0)	50	(100.0)
60	0	(0.0)	30	(100.0)	30	(100.0)
65	60	(21.2)	223	(78.8)	283	(100.0)
70	4	(3.7)	104	(96.3)	108	(100.0)
75	0	(0.0)	118	(100.0)	118	(99.2)
80	38	(15.8)	202	(84.2)	240	(98.0)
85	26	(18.8)	112	(81.2)	138	(100.0)
90	6	(12.0)	44	(88.0)	50	(100.0)
95	49	(18.8)	211	(81.2)	260	(99.6)

TABLE 12 - EDUCATIONAL ATTAINMENT

Center	Mean	Over 12		12		11		10		9		8		Under 8		Total	
		#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
All	10.6	81	(2.4)	1283	(38.5)	591	(17.7)	621	(18.6)	345	(10.4)	225	(6.8)	186	(5.6)	3332	(99.1)
10	10.1	0	(0.0)	35	(33.3)	19	(18.1)	13	(12.4)	14	(13.3)	12	(11.4)	12	(11.4)	105	(98.1)
15	10.7	7	(3.3)	87	(41.0)	37	(17.5)	37	(17.5)	19	(9.0)	19	(9.0)	6	(2.8)	212	(100.0)
20	10.6	3	(1.0)	110	(36.4)	58	(19.2)	71	(23.5)	26	(8.6)	21	(7.0)	13	(4.3)	302	(100.0)
30	10.8	8	(1.3)	269	(44.2)	105	(17.3)	118	(19.4)	66	(10.9)	22	(3.6)	20	(3.3)	608	(99.7)
35	10.5	3	(2.8)	44	(40.7)	17	(15.7)	17	(15.7)	14	(13.0)	6	(5.6)	7	(6.5)	108	(100.0)
40	10.5	2	(1.4)	39	(28.3)	21	(15.2)	27	(19.6)	19	(13.8)	19	(13.8)	11	(8.0)	138	(100.0)
45	11.2	21	(7.4)	120	(42.1)	77	(27.0)	39	(13.7)	16	(5.6)	7	(2.5)	5	(1.8)	285	(99.0)
50	9.7	6	(2.0)	77	(25.8)	37	(12.4)	57	(19.1)	45	(15.1)	41	(13.8)	35	(11.7)	298	(94.9)
55	10.0	0	(0.0)	21	(42.0)	6	(12.0)	5	(10.0)	3	(6.0)	4	(8.0)	11	(22.0)	50	(100.0)
60	11.1	4	(13.3)	12	(40.0)	3	(10.0)	4	(13.3)	6	(20.0)	1	(3.3)	0	(0.0)	30	(100.0)
65	10.1	2	(0.7)	59	(21.2)	57	(20.5)	78	(28.1)	38	(13.7)	22	(7.9)	22	(7.9)	278	(98.2)
70	10.7	2	(1.9)	55	(50.9)	13	(12.0)	10	(9.3)	11	(10.2)	11	(10.2)	6	(5.6)	108	(100.0)
75	11.2	9	(7.6)	74	(62.2)	8	(6.7)	7	(5.9)	5	(4.2)	8	(6.7)	8	(6.7)	119	(100.0)
80	11.2	2	(0.8)	135	(55.3)	44	(18.0)	43	(17.6)	13	(5.3)	4	(1.6)	3	(1.2)	244	(99.6)
85	10.5	3	(2.2)	48	(34.8)	21	(15.2)	28	(20.3)	18	(13.0)	16	(11.6)	4	(2.9)	138	(100.0)
90	10.5	2	(4.1)	17	(34.7)	7	(14.3)	14	(28.6)	5	(10.2)	1	(2.0)	3	(6.1)	49	(98.0)
95	10.5	7	(2.7)	81	(31.2)	61	(23.5)	53	(20.4)	27	(10.4)	11	(4.2)	20	(7.7)	260	(99.6)

TABLE 13 - EDUCATIONAL ATTAINMENT
(Male)

Center	Mean	Over 12		12		11		10		9		8		Under 8		Total	
				#	%	#	%	#	%	#	%	#	%	#	%	#	%
All	10.4	43	(2.1)	651	(31.9)	398	(19.5)	421	(20.6)	241	(11.8)	163	(8.0)	122	(6.0)	2039	(99.1)
10	9.7	0	(0.0)	8	(17.0)	10	(21.3)	10	(21.3)	8	(17.0)	7	(14.9)	4	(8.5)	47	(97.9)
15	10.5	4	(3.1)	43	(33.3)	22	(17.1)	25	(19.4)	14	(10.9)	16	(12.4)	5	(3.9)	129	(100.0)
20	10.5	0	(0.0)	56	(41.2)	18	(13.2)	33	(24.3)	14	(10.3)	9	(6.6)	6	(4.4)	136	(100.0)
30	10.5	3	(0.9)	97	(29.3)	78	(23.6)	85	(25.7)	41	(12.4)	15	(4.5)	12	(3.6)	331	(99.7)
35	10.6	1	(1.4)	30	(41.1)	13	(17.8)	10	(13.7)	11	(15.1)	5	(6.8)	8	(4.1)	73	(100.0)
40	9.8	0	(0.0)	14	(22.6)	11	(17.7)	10	(16.1)	10	(16.1)	12	(19.4)	5	(8.1)	62	(100.0)
45	11.2	17	(7.7)	90	(40.7)	63	(28.5)	29	(13.1)	14	(6.3)	4	(1.8)	4	(1.8)	221	(99.1)
50	9.2	3	(1.9)	23	(14.3)	20	(12.4)	30	(18.6)	29	(18.0)	32	(19.9)	24	(14.9)	161	(95.8)
55	9.3	0	(0.0)	9	(25.7)	4	(11.4)	5	(14.3)	2	(5.7)	4	(11.4)	11	(31.4)	35	(100.0)
60	11.6	3	(17.6)	8	(47.1)	3	(17.6)	1	(5.9)	2	(11.8)	0	(0.0)	0	(0.0)	17	(100.0)
65	10.2	2	(0.9)	45	(20.8)	46	(21.3)	62	(28.7)	31	(14.4)	17	(7.9)	13	(6.0)	216	(98.2)
70	10.2	2	(4.0)	14	(28.0)	7	(14.0)	8	(16.0)	8	(16.0)	10	(20.0)	1	(2.0)	50	(100.0)
75	10.7	2	(2.7)	43	(57.3)	6	(8.0)	5	(6.7)	4	(5.3)	7	(9.3)	8	(10.7)	75	(100.0)
80	11.0	0	(0.0)	83	(47.4)	35	(20.0)	39	(22.3)	11	(6.3)	4	(2.3)	3	(1.7)	175	(99.4)
85	10.3	1	(1.4)	22	(30.6)	9	(12.5)	16	(22.2)	14	(19.4)	9	(12.5)	1	(1.4)	72	(100.0)
90	10.6	2	(6.7)	10	(33.3)	4	(13.3)	9	(30.0)	2	(6.7)	1	(3.3)	2	(6.7)	30	(96.8)
95	10.2	3	(1.4)	56	(26.8)	49	(23.4)	44	(21.1)	26	(12.4)	11	(5.3)	20	(9.6)	209	(99.5)

TABLE 14 - EDUCATIONAL ATTAINMENT
(Female)

Center	Mean	Over 12		12		11		10		9		8		Under 8		Total	
		#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
All	10.9	34	(2.7)	625	(49.3)	190	(15.0)	195	(15.4)	98	(7.7)	63	(5.0)	64	(5.0)	1269	(99.4)
10	10.3	0	(0.0)	27	(46.6)	9	(15.5)	3	(5.2)	6	(10.3)	5	(8.6)	8	(13.8)	58	(98.3)
15	11.1	3	(3.6)	44	(52.4)	16	(19.0)	12	(14.3)	5	(6.0)	3	(3.6)	1	(1.2)	84	(100.0)
20	10.6	3	(1.8)	54	(32.5)	40	(24.1)	38	(22.9)	12	(7.2)	12	(7.2)	7	(4.2)	166	(100.0)
30	11.2	4	(1.6)	158	(65.0)	21	(8.6)	27	(11.1)	19	(7.8)	7	(2.9)	7	(2.9)	243	(100.0)
35	10.3	2	(5.7)	14	(40.0)	4	(11.4)	7	(20.0)	3	(8.6)	1	(2.9)	4	(11.4)	35	(100.0)
40	11.1	2	(2.6)	25	(32.9)	10	(13.2)	17	(22.4)	9	(11.8)	7	(9.2)	6	(7.9)	76	(100.0)
45	11.1	3	(4.8)	30	(47.6)	14	(22.2)	10	(15.9)	2	(3.2)	3	(4.8)	1	(1.6)	63	(100.0)
50	10.2	1	(0.8)	53	(39.8)	17	(12.8)	26	(19.5)	16	(12.0)	9	(6.8)	11	(8.3)	133	(96.4)
55	11.7	0	(0.0)	12	(80.0)	2	(13.3)	0	(0.0)	1	(6.7)	0	(0.0)	0	(0.0)	15	(100.0)
60	10.5	1	(7.7)	4	(30.8)	0	(.0)	3	(23.1)	4	(30.8)	1	(7.7)	0	(0.0)	13	(100.0)
65	10.0	0	(0.0)	22	(29.7)	12	(16.2)	17	(23.0)	7	(9.5)	6	(8.1)	10	(13.5)	74	(97.4)
70	11.1	0	(0.0)	41	(70.7)	6	(10.3)	2	(3.4)	3	(5.2)	1	(1.7)	5	(8.6)	58	(100.0)
75	12.0	7	(15.9)	31	(70.5)	2	(4.5)	2	(4.5)	1	(2.3)	1	(2.3)	0	(0.0)	44	(100.0)
80	11.7	2	(2.9)	52	(74.3)	9	(12.9)	5	(7.1)	2	(2.9)	0	(.0)	0	(0.0)	70	(100.0)
85	10.7	2	(3.0)	26	(39.4)	12	(18.2)	12	(18.2)	4	(6.1)	7	(10.6)	3	(4.5)	66	(100.0)
90	10.3	0	(0.0)	7	(36.8)	3	(15.8)	5	(26.3)	3	(15.8)	0	(0.0)	1	(5.3)	19	(100.0)
95	11.5	4	(7.7)	25	(48.1)	13	(25.0)	9	(17.3)	1	(1.9)	0	(0.0)	0	(0.0)	52	(100.0)

TABLE 15 - EDUCATIONAL ATTAINMENT

(By Race)

Race	Mean	Over 12		12		11		10		9		8		Under 8		Total	
		#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
White	10.4	37	(3.0)	413	(33.2)	194	(15.6)	245	(19.7)	146	(11.7)	121	(9.7)	88	(7.1)	1244	(99.1)
Negro	10.8	41	(2.2)	811	(43.4)	362	(19.4)	334	(17.9)	166	(8.9)	80	(4.3)	74	(4.0)	1868	(99.3)
American-Indian	10.0	0	(0.0)	17	(24.3)	12	(17.1)	15	(21.4)	15	(21.4)	6	(8.6)	5	(7.1)	70	(100.0)
Other	9.1	2	(3.5)	13	(22.8)	2	(3.5)	9	(15.8)	4	(7.0)	14	(24.6)	13	(22.8)	57	(100.0)
Spanish-Surname	10.0	7	(1.5)	102	(21.7)	90	(19.1)	101	(21.4)	61	(13.0)	53	(11.3)	57	(12.1)	471	(99.6)

TABLE 16 - YEARS OF GAINFUL EMPLOYMENT

Center	Under 1 Yr.		1-2 Yrs.		3-9 Yrs.		10 Years or More		Total	
	#	%	#	%	#	%	#	%	#	%
All	523	(16.1)	1110	(34.1)	1129	(34.7)	491	(15.1)	3253	(96.7)
10	20	(18.9)	31	(29.2)	41	(38.7)	14	(13.2)	106	(99.1)
15	28	(13.3)	81	(38.6)	64	(30.5)	37	(17.6)	210	(99.1)
20	16	(5.3)	158	(52.5)	100	(33.2)	27	(9.0)	301	(99.7)
30	59	(10.4)	228	(40.4)	221	(39.1)	57	(10.1)	565	(92.6)
35	3	(2.8)	15	(14.0)	57	(53.3)	32	(29.9)	107	(99.1)
40	20	(14.5)	53	(38.4)	56	(40.6)	9	(6.5)	138	(100.0)
45	45	(15.8)	86	(30.2)	109	(38.2)	45	(15.8)	285	(99.0)
50	64	(21.8)	78	(26.6)	109	(37.2)	42	(14.3)	293	(93.3)
55	8	(16.6)	19	(38.8)	16	(32.7)	6	(12.2)	49	(98.0)
60	3	(10.0)	9	(30.0)	13	(43.3)	5	(16.7)	30	(100.0)
65	59	(22.2)	99	(37.2)	71	(26.7)	37	(13.9)	266	(94.0)
70	52	(50.5)	24	(23.3)	21	(20.4)	6	(5.8)	103	(95.4)
75	26	(22.0)	31	(26.3)	36	(30.5)	25	(21.2)	118	(99.2)
80	40	(16.7)	89	(37.2)	77	(32.2)	33	(13.8)	239	(97.6)
85	32	(23.7)	31	(23.0)	47	(34.8)	25	(18.5)	135	(97.8)
90	11	(22.0)	13	(26.0)	16	(32.0)	10	(20.0)	50	(100.0)
95	37	(14.3)	65	(25.2)	75	(29.1)	81	(31.4)	258	(98.9)

TABLE 17 - HOURLY WAGE OF LAST FULL TIME JOB

Center	Mean	Range	Under 1.50		1.50 to 1.99		2.00 to 2.49		2.50 to 2.99		3.00 or more		Total	
			#	%	#	%	#	%	#	%	#	%	#	%
All	2.03	.25-8.75	449	(15.8)	1024	(36.0)	704	(24.7)	343	(12.0)	328	(11.5)	2848	(84.7)
10	2.11	1.00-3.53	6	(7.0)	21	(24.4)	42	(48.8)	12	(14.0)	5	(5.8)	86	(80.4)
15	1.87	.35-7.10	45	(23.9)	71	(37.8)	41	(21.8)	23	(12.2)	8	(4.3)	188	(88.7)
20	1.82	.25-4.72	71	(27.6)	89	(34.6)	53	(20.6)	25	(9.7)	19	(7.4)	257	(85.1)
30	2.19	.25-5.78	109	(19.8)	150	(27.2)	88	(16.0)	75	(13.6)	129	(23.4)	551	(90.3)
35	2.11	.25-3.71	12	(11.2)	37	(34.6)	28	(26.2)	15	(14.0)	15	(14.0)	107	(99.1)
40	1.66	.50-3.60	41	(33.9)	58	(47.9)	14	(11.6)	6	(5.0)	2	(1.7)	121	(87.7)
45	2.28	.50-6.00	20	(7.6)	91	(34.5)	56	(21.2)	44	(16.7)	53	(20.1)	264	(91.7)
50	2.13	.75-4.95	17	(8.7)	70	(35.7)	62	(31.6)	24	(12.2)	23	(11.7)	196	(62.4)
55	1.81	.75-8.75	16	(36.4)	18	(40.9)	4	(9.1)	4	(9.1)	2	(4.5)	44	(88.0)
60	1.83	.75-3.21	4	(15.4)	9	(34.6)	11	(42.3)	1	(3.8)	1	(3.8)	26	(86.7)
65	1.85	1.00-2.92	6	(2.5)	138	(56.6)	79	(32.4)	21	(8.6)	0	(0.0)	244	(86.2)
70	1.62	.50-3.21	14	(36.8)	13	(34.2)	8	(21.1)	2	(5.3)	1	(2.6)	38	(35.2)
75	1.89	.50-5.00	21	(22.6)	33	(35.5)	28	(30.1)	6	(6.5)	5	(5.4)	93	(78.2)
80	2.10	.75-4.05	21	(9.8)	71	(33.0)	69	(32.1)	32	(14.9)	22	(10.2)	215	(87.8)
85	2.00	.75-4.50	27	(21.4)	45	(35.7)	23	(18.3)	19	(15.1)	12	(9.5)	126	(91.3)
90	1.97	1.00-4.50	7	(17.5)	13	(32.5)	11	(27.5)	6	(15.0)	3	(7.5)	40	(80.0)
95	2.15	1.00-4.72	12	(4.8)	97	(38.5)	87	(34.5)	28	(11.1)	28	(11.1)	252	(96.6)

TABLE 18 - INCOME

Center	Above Poverty		Below Poverty		Total	
	#	%	#	%	#	%
All	1006	(30.9)	2250	(69.1)	3256	(96.8)
10	64	(67.4)	31	(32.6)	95	(88.8)
15	50	(24.3)	156	(75.7)	206	(97.2)
20	129	(42.9)	172	(57.1)	301	(99.7)
30	151	(26.2)	425	(73.8)	576	(94.4)
35	37	(34.3)	71	(65.7)	108	(100.0)
40	14	(10.2)	123	(89.8)	137	(99.3)
45	61	(21.9)	218	(78.1)	279	(96.9)
50	88	(30.0)	205	(70.0)	293	(93.3)
55	25	(50.0)	25	(50.0)	50	(100.0)
60	7	(23.3)	23	(76.7)	30	(100.0)
65	66	(23.5)	215	(76.5)	281	(99.3)
70	26	(24.1)	82	(75.9)	108	(100.0)
75	33	(27.7)	86	(72.3)	119	(100.0)
80	110	(46.6)	126	(53.4)	236	(96.3)
85	55	(39.9)	83	(60.1)	138	(100.0)
90	23	(46.0)	27	(54.0)	50	(100.0)
95	67	(26.9)	182	(73.1)	249	(95.4)

TABLE 19 - LABOR FORCE STATUS

Center	Employed		Under Employed		Unemployed		Seasonal Farm Wkr		Not In Labor Force		Total	
	#	%	#	%	#	%	#	%	#	%	#	%
All	55	(1.7)	458	(13.9)	2677	(81.4)	14	(0.4)	83	(2.5)	3287	(97.7)
10	2	(1.9)	5	(4.7)	86	(81.1)	1	(0.9)	12	(11.3)	106	(99.1)
15	3	(1.4)	33	(15.6)	171	(81.0)	1	(0.5)	3	(1.4)	211	(99.5)
20	7	(2.3)	47	(15.6)	230	(76.2)	1	(0.3)	17	(5.6)	302	(100.0)
30	4	(0.7)	64	(11.1)	507	(88.0)	0	(0.0)	1	(0.2)	576	(94.4)
35	0	(0.0)	2	(1.9)	105	(98.1)	0	(0.0)	0	(0.0)	107	(99.1)
40	2	(1.4)	15	(10.9)	120	(87.0)	0	(0.0)	1	(0.7)	138	(100.0)
45	4	(1.4)	25	(8.8)	252	(89.0)	2	(0.7)	0	(0.0)	283	(98.3)
50	2	(0.7)	63	(21.2)	216	(72.7)	3	(1.0)	13	(4.4)	297	(94.6)
55	0	(0.0)	8	(16.0)	40	(80.0)	0	(0.0)	2	(4.0)	50	(100.0)
60	7	(23.3)	3	(10.0)	19	(63.3)	0	(0.0)	1	(3.3)	30	(100.0)
65	0	(0.0)	105	(38.2)	162	(58.9)	2	(0.7)	6	(2.2)	275	(97.2)
70	1	(0.9)	18	(17.0)	86	(81.1)	1	(0.9)	0	(0.0)	106	(98.1)
75	0	(0.0)	4	(3.4)	90	(75.6)	2	(1.7)	23	(19.3)	119	(100.0)
80	3	(1.2)	17	(7.0)	219	(90.5)	0	(0.0)	3	(1.2)	242	(98.8)
85	3	(0.0)	7	(5.1)	130	(94.9)	0	(0.0)	0	(0.0)	137	(99.3)
90	1	(2.0)	7	(14.3)	39	(79.6)	1	(2.0)	1	(2.0)	49	(98.0)
95	19	(7.3)	35	(13.5)	205	(79.2)	0	(0.0)	0	(0.0)	259	(99.2)

TABLE 20 - WEEKS EMPLOYED LAST 12 MONTHS

Center	52 Weeks		40-51 Weeks		30-29 Weeks		20-29 Weeks		10-19 Weeks		Under 10 Wks.		Total	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
All	479	(14.9)	369	(11.5)	395	(12.3)	685	(21.3)	554	(17.2)	739	(22.9)	3221	(95.8)
10	23	(21.7)	10	(9.4)	9	(8.5)	20	(18.9)	17	(16.0)	27	(25.5)	106	(19.1)
15	20	(10.1)	17	(8.6)	27	(13.6)	66	(33.3)	38	(19.2)	30	(15.2)	198	(93.4)
20	36	(11.9)	33	(10.9)	28	(9.3)	48	(15.9)	55	(18.2)	102	(33.8)	302	(100.0)
30	93	(15.8)	82	(13.9)	113	(19.2)	126	(21.4)	101	(17.1)	74	(12.6)	589	(96.6)
35	9	(8.3)	6	(5.6)	11	(10.2)	23	(21.3)	23	(21.3)	36	(33.3)	108	(100.0)
40	21	(15.6)	18	(13.3)	13	(9.6)	19	(14.1)	37	(27.4)	27	(20.0)	135	(97.8)
45	54	(18.9)	39	(13.6)	37	(12.9)	81	(28.3)	37	(12.9)	38	(13.3)	286	(99.3)
50	38	(13.9)	35	(12.8)	34	(12.4)	50	(18.2)	47	(17.2)	70	(25.5)	274	(87.3)
55	7	(14.6)	3	(6.3)	1	(2.1)	8	(16.7)	6	(12.5)	23	(47.9)	48	(96.0)
60	3	(10.7)	2	(7.1)	2	(7.1)	6	(21.4)	5	(17.9)	10	(35.7)	28	(93.3)
65	51	(19.0)	36	(13.4)	27	(10.0)	38	(14.1)	35	(13.0)	82	(30.5)	269	(95.1)
70	28	(30.4)	15	(16.3)	7	(7.6)	17	(18.5)	9	(9.8)	16	(17.4)	92	(85.2)
75	22	(19.5)	4	(3.5)	7	(6.2)	34	(30.1)	21	(18.6)	25	(22.1)	113	(95.0)
80	24	(10.5)	14	(6.1)	22	(9.6)	48	(21.1)	50	(21.9)	70	(30.7)	228	(93.1)
85	27	(19.7)	12	(8.8)	13	(9.5)	25	(18.2)	23	(16.8)	37	(27.0)	137	(99.3)
90	6	(12.0)	4	(8.0)	5	(10.0)	8	(16.0)	8	(16.0)	19	(38.0)	50	(100.0)
95	17	(6.6)	39	(15.1)	39	(15.1)	68	(26.4)	42	(16.3)	53	(20.5)	258	(98.9)

TABLE 21 - CURRENT SPELL OF UNEMPLOYMENT

Center	52 Weeks or More		40-51 Weeks		30-29 Weeks		20-29 Weeks		10-19 Weeks		Under 10 Wks.		Total	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
All	422	(13.6)	119	(3.8)	168	(5.4)	370	(11.9)	569	(18.3)	1460	(47.0)	3108	(92.4)
10	10	(10.2)	8	(8.2)	5	(5.1)	10	(10.2)	18	(18.4)	47	(48.0)	98	(91.6)
15	18	(9.9)	2	(1.1)	13	(7.1)	16	(8.8)	35	(19.2)	98	(53.8)	182	(85.8)
20	36	(11.9)	9	(3.0)	14	(4.6)	30	(9.9)	53	(17.5)	160	(53.0)	302	(100.0)
30	91	(15.5)	32	(5.4)	52	(8.8)	80	(13.6)	122	(20.7)	211	(35.9)	588	(96.4)
35	9	(8.3)	3	(2.8)	3	(2.8)	12	(11.1)	13	(12.0)	68	(63.0)	108	(100.0)
40	20	(14.9)	4	(3.0)	4	(3.0)	11	(8.2)	22	(16.4)	73	(54.5)	134	(97.1)
45	53	(18.6)	13	(4.6)	19	(6.7)	45	(15.8)	57	(20.0)	98	(34.4)	285	(99.0)
50	28	(13.1)	6	(2.8)	15	(7.0)	26	(12.2)	39	(18.3)	99	(46.5)	213	(67.8)
55	7	(15.2)	0	(0.0)	0	(0.0)	6	(13.0)	4	(8.7)	29	(63.0)	46	(92.0)
60	3	(12.0)	1	(4.0)	0	(0.0)	2	(8.0)	5	(20.0)	14	(56.0)	25	(83.3)
65	45	(17.2)	9	(3.4)	9	(3.4)	15	(5.7)	27	(10.3)	156	(59.8)	261	(92.2)
70	27	(30.3)	1	(1.1)	5	(5.6)	12	(13.5)	19	(21.3)	25	(28.1)	89	(82.4)
75	4	(3.7)	2	(1.9)	2	(1.9)	12	(11.2)	22	(20.6)	65	(60.7)	107	(89.9)
80	22	(9.6)	9	(3.9)	7	(3.1)	29	(12.7)	46	(20.2)	115	(50.4)	228	(93.1)
85	27	(19.7)	8	(5.8)	7	(5.1)	20	(14.6)	25	(18.2)	50	(36.5)	137	(99.3)
90	6	(12.5)	1	(2.1)	0	(0.0)	5	(10.4)	8	(16.7)	28	(58.3)	48	(96.0)
95	16	(6.2)	11	(4.3)	13	(5.1)	39	(15.2)	54	(21.0)	124	(48.2)	257	(98.5)

TABLE 22 - REFERRAL AGENT

Center	ES Out-Reach		Self		Other Program		Unions		Employers		Welfare		Other		Total	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
All	58	(1.8)	1868	(58.9)	72	(2.3)	44	(1.4)	93	(2.9)	264	(8.3)	773	(24.4)	3172	(94.3)
10	0	(0.0)	24	(22.6)	0	(0.0)	0	(0.0)	0	(0.0)	9	(8.5)	73	(68.9)	106	(99.1)
15	4	(1.9)	150	(71.1)	9	(4.3)	0	(0.0)	4	(1.9)	15	(7.1)	29	(13.7)	211	(99.5)
20	4	(1.3)	207	(68.8)	4	(1.3)	0	(0.0)	3	(1.0)	19	(6.3)	64	(21.3)	301	(99.7)
30	30	(5.6)	327	(60.9)	34	(6.3)	23	(4.3)	38	(7.1)	63	(11.7)	22	(4.1)	537	(88.0)
35	1	(0.9)	84	(77.8)	0	(0.0)	1	(0.9)	0	(0.0)	1	(0.9)	21	(19.4)	108	(100.0)
40	2	(1.5)	46	(34.1)	1	(0.7)	0	(0.0)	4	(3.0)	16	(11.9)	66	(48.9)	135	(97.8)
45	10	(3.7)	169	(62.6)	13	(4.8)	9	(3.3)	18	(6.7)	26	(9.6)	25	(9.3)	270	(93.8)
50	1	(0.4)	166	(62.9)	1	(0.4)	4	(1.5)	1	(0.4)	20	(7.6)	71	(26.9)	264	(84.1)
55	0	(0.0)	48	(96.0)	0	(0.0)	0	(0.0)	0	(0.0)	1	(2.0)	1	(2.0)	50	(100.0)
60	0	(0.0)	8	(26.7)	2	(6.7)	0	(0.0)	0	(0.0)	0	(0.0)	20	(66.7)	30	(100.0)
65	1	(0.4)	0	(0.0)	0	(0.0)	0	(0.0)	1	(0.4)	1	(0.4)	264	(98.9)	267	(94.3)
70	0	(0.0)	92	(92.0)	0	(0.0)	0	(0.0)	0	(0.0)	5	(5.0)	3	(3.0)	100	(92.6)
75	2	(1.7)	46	(39.0)	2	(1.7)	5	(4.2)	12	(10.2)	43	(36.4)	8	(6.8)	118	(99.2)
80	1	(0.4)	187	(78.2)	0	(0.0)	0	(0.0)	1	(0.4)	10	(4.2)	40	(16.7)	239	(97.6)
85	0	(0.0)	125	(94.7)	1	(0.8)	0	(0.0)	0	(0.0)	4	(3.0)	2	(1.5)	132	(95.7)
90	0	(0.0)	39	(79.6)	0	(0.0)	0	(0.0)	0	(0.0)	4	(8.2)	6	(12.2)	49	(98.0)
95	2	(0.8)	150	(58.8)	5	(2.0)	2	(0.8)	11	(4.3)	27	(10.6)	58	(22.7)	255	(97.7)

TABLE 23 - DISADVANTAGED

Center	Yes #	Yes %	No #	No %	Total #	Total %
All	2488	(76.3)	774	(23.7)	3262	(97.0)
10	29	(30.5)	66	(69.5)	95	(88.8)
15	162	(76.4)	50	(23.6)	212	(100.0)
20	164	(54.5)	137	(45.5)	301	(99.7)
30	416	(75.2)	137	(24.8)	553	(90.7)
35	72	(66.7)	36	(33.3)	108	(100.0)
40	125	(91.2)	12	(8.8)	137	(99.3)
45	258	(90.5)	27	(9.5)	285	(99.0)
50	264	(87.7)	37	(12.3)	301	(95.9)
55	22	(44.0)	28	(56.0)	50	(100.0)
60	22	(73.3)	8	(26.7)	30	(100.0)
65	274	(97.5)	7	(2.5)	281	(99.3)
70	76	(78.4)	21	(21.6)	97	(89.8)
75	94	(79.0)	25	(21.0)	119	(100.0)
80	145	(59.2)	100	(40.8)	245	(100.0)
85	82	(59.4)	56	(40.6)	138	(100.0)
90	26	(52.0)	24	(48.0)	50	(100.0)
95	257	(98.8)	3	(1.2)	260	(99.6)

TABLE 24 - PARENTS STATE OF BIRTH (MOTHER+FATHER)

State of Center	Rank of State and Frequency						% of All Records
	First	2nd	3rd	4th	5th	#	
Arizona	Ariz. 7	Mex., PR. 5	Ark. 4	Ill. 3	Texas 2	21	75.0
California (1)	Miss. 15	La. 14	Okla. 10	Texas 9	Ark. 7	55	58.5
California (2)	Mex., PR. 41	Texas 8	Ariz. 7	Europe 5	Calif. 5	66	71.7
Florida	Europe 2	Ala. 2	Fla. 2	-	-	6	37.5
Iowa	Iowa 46	Miss. 5	Neb. 5	Okla. 3	W.Va. 2	61	70.9
Michigan	Ala. 38	Miss. 28	Ga. 24	Tenn. 18	Ark. 16	124	53.9
Missouri	Mo. 15	Ark. 10	Mex., PR. 8	Okla. 7	Kansas 7	47	67.1
New Jersey	N.J. 11	Penn. 7	Ga. 5	Va. 5	Europe 4	32	69.2
New York (1)	N.Y. 32	Ala. 6	Europe 5	S.C. 5	Ga. 4	52	68.4
New York (2)	Mex., PR. 29	S.C. 6	Far East 4	D.C. 4	N.C. 3	46	79.3
Ohio	Ohio 14	Ky. 13	Ga. 6	Ala. 4	Europe 2	39	69.6
Pennsylvania	Penn. 29	S.C. 13	N.C. 10	Va. 7	Mex., PR. 3	62	77.5
So. Carolina	S.C. 29	N.C. 3	Mex., PR. 2	Tenn. 1	Ohio 1	36	85.7
Tennessee	Tenn. 27	Miss. 22	Ark. 6	Mex., PR. 1	La. 1	57	98.3
Virginia	Va. 34	Tenn. 8	N.C. 3	Ga. 2	Ky. 1	48	92.3

TABLE 25 - ENROLLEES STATE OF BIRTH

State of Center	Rank of State and Frequency						% of All Records
	First	2nd	3rd	4th	5th	#	
Arizona	Ariz. 7	Mex.,PR. 2	Texas 1	Okla. 1	Minn. 1	12	85.7
California (1)	Calif. 12	Miss. 7	Texas 6	La. 5	Ark. 3	33	70.2
California (2)	Mex.,PR. 13	Calif. 12	Ariz. 4	Texas 4	Ill. 2	35	76.1
Florida	Europe 1	Ala. 1	Fla. 1	Ga. 1	-	4	50.0
Iowa	Iowa 35	Ore. 1	Nev. 1	Okla. 1	Miss. 1	39	90.7
Michigan	Mich. 49	Ala. 11	Miss. 7	Tenn. 6	Ark. 5	78	67.8
Missouri	Mo. 18	Ark. 4	Kansas 3	Calif. 2	Okla. 2	29	82.8
New Jersey	N.J. 8	Penn. 4	Europe 2	Md. 2	Calif. 1	17	73.9
New York (1)	N.Y. 23	Ala. 2	Fla. 2	Ga. 2	Penn. 2	31	81.6
New York (2)	Mex.,PR. 11	N.Y. 9	Far East 2	S.C. 2	Texas 1	25	86.2
Ohio	Ohio 15	Ky. 5	Ga. 2	Ill. 2	Europe 1	25	89.3
Pennsylvania	Penn. 29	N.C. 3	Va. 3	Mex.PR. 2	Ga. 1	38	95.0
So. Carolina	S.C. 18	Mex.,PR. 1	N.C. 1	Ohio 1	-	21	100.0
Tennessee	Tenn. 21	Miss. 5	Ark. 2	Mex.,PR. 1	-	29	100.0
Virginia	Va. 19	Tenn. 3	Ky. 2	N.C. 1	-	25	96.2

TABLE 26 - PARENTS PLACE OF BIRTH

Center	Same as Center #	%	Urban #	%	Rural #	%	Total #	%
All	128	(13.4)	308	(32.3)	518	(54.3)	954	(88.8)
10	5	(11.9)	16	(38.1)	21	(50.0)	42	(91.3)
15	9	(12.0)	31	(41.3)	35	(46.7)	75	(87.2)
20	0	(0.0)	0	(0.0)	0	(0.0)	0	(0.0)
30	11	(5.6)	84	(42.6)	102	(51.8)	197	(85.6)
35	3	(4.8)	18	(28.6)	42	(66.7)	63	(90.0)
40	6	(25.0)	5	(20.8)	13	(54.2)	24	(85.7)
45	5	(6.8)	27	(37.0)	41	(56.2)	73	(77.7)
50	15	(21.7)	25	(36.2)	29	(42.0)	69	(90.8)
55	12	(30.8)	5	(12.8)	22	(56.4)	39	(92.9)
60	0	(0.0)	0	(0.0)	0	(0.0)	0	(0.0)
65	2	(3.4)	20	(34.5)	36	(62.1)	58	(100.0)
70	12	(21.1)	4	(7.0)	41	(71.9)	57	(98.3)
75	11	(22.0)	6	(12.0)	33	(66.0)	50	(96.2)
80	25	(37.3)	19	(28.4)	23	(34.3)	67	(83.8)
85	7	(14.0)	14	(28.0)	29	(58.0)	50	(89.3)
90	2	(14.3)	2	(14.3)	10	(71.4)	14	(87.5)
95	3	(3.9)	32	(42.1)	41	(53.9)	76	(82.6)

TABLE 27 - ENROLLEES PLACE OF BIRTH

Center	Same as Center #	%	Urban #	%	Rural #	%	Total #	%
All	180	(34.4)	187	(35.7)	157	(30.0)	524	(96.7)
10	3	(13.0)	13	(56.5)	7	(30.4)	23	(100.0)
15	7	(16.3)	26	(60.5)	10	(23.3)	43	(100.0)
20	0	(0.0)	0	(0.0)	0	(0.0)	0	(0.0)
30	43	(37.4)	43	(37.4)	29	(25.2)	115	(100.0)
35	10	(28.6)	13	(37.1)	12	(34.3)	35	(100.0)
40	6	(42.9)	3	(21.4)	5	(35.7)	14	(100.0)
45	11	(26.2)	21	(50.0)	10	(23.8)	42	(89.4)
50	13	(34.2)	12	(31.6)	13	(34.2)	38	(100.0)
55	9	(42.9)	2	(9.5)	10	(47.6)	21	(100.0)
60	0	(0.0)	0	(0.0)	0	(0.0)	0	(0.0)
65	9	(31.0)	11	(37.9)	9	(31.0)	29	(100.0)
70	14	(48.3)	3	(10.3)	12	(41.4)	29	(100.0)
75	7	(28.0)	5	(20.0)	13	(52.0)	25	(96.2)
80	25	(69.4)	8	(22.2)	3	(8.3)	36	(90.0)
85	13	(46.4)	8	(28.6)	7	(25.0)	28	(100.0)
90	1	(14.3)	0	(0.0)	6	(85.7)	7	(87.5)
95	9	(23.1)	19	(48.7)	11	(28.2)	39	(84.8)

TABLE 28 - HEAD OF HOUSEHOLD - ENROLLEES YOUTH

Center	Father		Mother		Other		Total	
	#	%	#	%	#	%	#	%
All	318	(60.7)	137	(26.1)	69	(13.2)	524	(97.6)
10	10	(43.5)	3	(13.0)	10	(43.5)	23	(100.0)
15	33	(76.7)	10	(23.3)	0	(0.0)	43	(100.0)
20	0	(0.0)	0	(0.0)	0	(0.0)	0	(0.0)
30	80	(69.6)	29	(25.2)	6	(5.2)	115	(100.0)
35	23	(65.7)	9	(25.7)	3	(8.6)	35	(100.0)
40	10	(71.4)	4	(28.6)	0	(0.0)	14	(100.0)
45	17	(40.5)	14	(33.3)	11	(26.2)	42	(89.4)
50	22	(59.5)	7	(18.9)	8	(21.6)	37	(97.4)
55	12	(66.7)	6	(33.3)	0	(0.0)	18	(85.7)
60	0	(0.0)	0	(0.0)	0	(0.0)	0	(0.0)
65	14	(48.3)	9	(31.0)	6	(20.7)	29	(100.0)
70	13	(44.8)	12	(41.4)	4	(13.8)	29	(100.0)
75	21	(84.0)	3	(12.0)	1	(4.0)	25	(96.2)
80	25	(64.1)	11	(28.2)	3	(7.7)	39	(97.5)
85	19	(70.4)	4	(14.8)	4	(14.8)	27	(96.4)
90	1	(12.5)	1	(12.5)	6	(75.0)	8	(100.0)
95	18	(45.0)	15	(37.5)	7	(17.5)	40	(87.0)

TABLE 29 - ENROLLMENT BY OCCUPATION TYPE OF TRAINING

Center	Clerical + Sales		Auto Trades		Welding		Prod. Mach.		Prod. Assembly		Non-Auto Repair		Health Services		Bldg. Maint. Food Svc.		Other		Total	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
All	705	(24.7)	611	(21.4)	212	(7.4)	374	(13.1)	110	(3.9)	123	(4.3)	226	(7.9)	242	(8.5)	247	(8.7)	2850	(84.7)
10	33	(32.0)	22	(21.4)	13	(12.6)	9	(8.7)	-	-	-	-	14	(13.6)	-	-	12	(11.7)	103	(96.3)
15	91	(42.9)	35	(16.5)	22	(10.4)	19	(9.0)	-	-	-	-	-	-	26	(12.3)	19	(9.0)	212	(100.0)
20	67	(24.2)	53	(19.1)	11	(4.0)	32	(11.6)	-	-	11	(4.0)	36	(13.0)	20	(7.2)	47	(17.0)	277	(91.7)
30	177	(31.2)	137	(24.2)	34	(6.0)	73	(12.9)	-	-	-	-	-	-	105	(18.5)	41	(7.2)	567	(93.0)
35	28	(30.1)	17	(18.3)	15	(16.1)	8	(8.6)	4	(4.3)	-	-	1	(1.1)	14	(15.1)	6	(6.5)	93	(86.1)
40	41	(48.8)	18	(21.4)	10	(11.9)	-	-	15	(17.9)	-	-	-	-	-	-	-	-	84	(60.9)
45	55	(19.2)	76	(26.6)	32	(11.2)	-	-	91	(31.8)	-	-	-	-	29	(10.1)	3	(1.0)	286	(93.1)
50	44	(16.1)	62	(22.6)	21	(7.7)	28	(10.2)	-	-	-	-	64	(23.4)	-	-	55	(20.1)	274	(87.3)
55	5	(22.7)	7	(31.8)	2	(9.1)	-	-	-	-	1	(4.5)	5	(22.7)	-	-	2	(9.1)	22	(44.0)
60	7	(26.9)	4	(15.4)	3	(11.5)	1	(3.8)	-	-	1	(3.8)	7	(26.9)	-	-	3	(11.5)	26	(86.7)
65	-	-	-	-	-	-	3	(11.1)	-	-	24	(88.9)	-	-	-	-	-	-	27	(9.5)
70	38	(35.2)	20	(18.5)	16	(14.8)	14	(13.0)	-	-	-	-	-	-	-	-	20	(18.5)	108	(100.0)
75	36	(30.3)	28	(23.5)	-	-	14	(11.8)	-	-	11	(9.2)	12	(10.1)	18	(15.1)	-	-	119	(100.0)
80	26	(10.7)	33	(13.5)	-	-	89	(36.5)	-	-	22	(9.0)	31	(12.7)	14	(5.7)	29	(11.9)	244	(99.6)
85	55	(39.9)	-	-	-	-	29	(21.0)	-	-	29	(21.0)	-	-	16	(11.6)	9	(6.5)	138	(100.0)
90	2	(20.0)	2	(20.0)	4	(40.0)	1	(10.0)	-	-	-	-	-	-	-	-	1	(10.0)	10	(20.0)
95	-	-	97	(37.3)	29	(11.2)	54	(20.8)	-	-	24	(9.2)	56	(21.5)	-	-	-	-	260	(99.6)

TABLE 30 - DISTRIBUTION OF ENROLLEE RECORDS

Center	MA-101 (a) \#	SEC (b) \#	% of MA-101
All	3363	537	(16.0)
05	(c)	(c)	(c)
10	107	23	(21.5)
15	212	43	(20.3)
20	302	-	-
25	-	-	-
30	610	115	(18.8)
35	108	35	(32.4)
40	138	14	(10.1)
45	288	47	(16.3)
50	314	38	(12.1)
55	50	21	(42.0)
60	30	-	-
65	283	29	(10.2)
70	108	29	(26.8)
75	119	26	(21.8)
80	245	40	(16.3)
85	138	28	(20.3)
90	50	8	(16.0)
95	261	46	(17.6)

(a) Manpower Administration Form MA-101
(b) Enrollee Socio-Economic Characteristic Questionnaire
(c) Data included with Center 65

TABLE 31 - STAFF RATIOS

Center	Counselor		Basic Ed. Instructor		Voc. Ed. Instructor		Other Contact		Adminstrs		Other Non Contact		Clerical		Total	
	%	S Ratio	%	S Ratio	%	S Ratio	%	S Ratio	%	S Ratio	%	S Ratio	%	S Ratio	%	S Ratio
All	7.5	73.65	10.1	54.66	42.7	12.87	7.1	77.05	7.4	74.60	12.6	43.52	12.6	43.50	100.0	5.50
05	8.2	71.43	17.0	34.53	40.5	14.52	1.9	312.50	0.9	657.89	9.4	62.50	22.1	26.60	100.0	5.88
10	11.1	45.00	11.1	45.00	33.3	15.00	3.7	135.00	7.4	67.50	14.8	33.75	18.5	27.00	100.0	5.00
15	6.4	77.89	11.2	44.40	49.4	10.09	3.8	130.59	6.7	74.00	9.0	55.50	13.5	37.00	100.0	4.98
25	5.6	68.57	16.0	23.95	35.5	10.78	23.9	16.00	3.2	120.00	9.6	40.00	6.4	60.00	100.0	3.82
30	0.0	00.00	15.6	50.00	32.5	24.00	2.6	300.00	10.4	75.00	24.7	31.58	14.3	54.55	100.0	7.79
35	3.2	181.00	1.2	476.32	41.7	13.92	12.8	45.25	10.3	56.56	18.0	32.15	12.8	45.25	100.0	5.80
40	5.2	130.00	10.4	65.00	36.4	18.57	20.8	32.50	13.0	52.00	5.2	130.00	9.1	74.29	100.0	6.75
45	10.7	66.67	19.6	36.36	37.5	19.05	1.8	400.00	8.9	80.00	7.1	100.00	14.3	50.00	100.0	7.14
50	1.8	150.00	5.5	50.00	62.4	4.41	5.5	50.00	5.5	50.00	11.9	23.08	7.3	37.50	100.0	2.75
55	10.4	51.67	22.6	23.85	41.7	12.92	0.0	00.00	10.4	51.67	7.8	68.89	7.0	77.50	100.0	5.39
70	15.0	40.00	15.0	40.00	35.0	17.14	0.0	00.00	5.0	120.00	15.0	40.00	15.0	40.00	100.0	6.00
75	5.1	190.00	6.3	152.00	60.9	15.83	0.0	00.00	10.2	95.00	7.4	131.03	10.2	95.00	100.0	9.64
80	6.5	82.24	0.0	00.00	46.3	11.45	5.3	100.33	12.9	41.06	12.7	41.75	16.3	32.54	100.0	5.31
85	6.5	112.50	0.8	900.00	59.2	12.30	1.2	592.11	6.5	112.50	12.9	56.25	12.9	56.25	100.0	7.28
90	7.7	70.00	15.4	35.00	50.0	10.77	3.8	140.00	7.7	70.00	3.8	140.00	11.5	46.67	100.0	5.38
95	7.5	116.00	1.3	657.33	31.5	27.62	28.4	30.60	5.3	164.33	2.3	70.43	13.7	63.61	100.0	8.69

STAFF CHARACTERISTICS
TABLE 32 - MARITAL STATUS, SEX, AGE AND RACE

Center	Married		Male		Age Mean	Race						Total		Spanish Surname	
						White		Black		Other					
	#	%	#	%		#	%	#	%	#	%	#	%	#	%
All	517	75.0	438	61.3	41.4	467	65.5	230	32.3	16	2.2	713	100.0	52	7.3
05	24	80.0	16	53.3	38.5	9	30.0	21	70.0	0	0.0	30	100.0	1	3.3
10	23	85.2	15	55.6	42.4	17	63.0	10	37.0	0	0.0	27	100.0	0	0.0
15	32	71.1	28	62.2	40.8	39	86.7	6	13.3	0	0.0	45	100.0	0	0.0
20	33	73.3	29	63.0	43.2	36	80.0	9	20.0	0	0.0	45	100.0	0	0.0
25	25	64.1	21	53.8	34.6	22	56.4	9	23.1	8	20.5	39	100.0	9	23.1
30	62	81.6	51	66.2	46.9	40	51.3	38	48.7	0	0.0	78	100.0	0	0.0
35	26	78.8	26	78.8	44.7	24	72.7	9	27.3	0	0.0	33	100.0	0	0.0
40	21	72.4	17	60.7	40.0	19	67.9	4	14.3	5	17.9	28	100.0	4	13.8
45	26	46.4	35	62.5	39.9	7	12.5	47	83.9	2	3.6	56	100.0	6	10.7
50	29	76.3	18	47.4	44.5	32	84.2	6	15.8	0	0.0	38	100.0	0	0.0
55	26	86.7	13	43.3	36.5	17	56.7	13	43.3	0	0.0	30	100.0	0	0.0
65	26	63.4	22	53.7	42.0	29	70.7	12	29.3	0	0.0	41	100.0	3	7.3
70	16	80.0	11	57.9	36.2	16	80.0	4	20.0	0	0.0	20	100.0	0	0.0
75	18	81.8	16	72.7	35.5	22	100.0	0	0.0	0	0.0	22	100.0	0	0.0
80	49	84.5	53	81.5	45.1	42	67.7	20	32.3	0	0.0	62	100.0	0	0.0
85	12	75.0	18	51.4	41.1	26	74.3	9	25.7	0	0.0	35	100.0	0	0.0
90	18	69.2	16	61.5	45.6	21	80.8	5	19.2	0	0.0	26	100.0	1	3.8
95	51	87.9	33	56.9	36.8	49	84.5	8	13.8	1	1.7	58	100.0	28	49.1

STAFF CHARACTERISTICS
TABLE 33 - INCOME (ANNUALIZED-FULL TIME)

	Yearly Rate in Dollars	
Center	Mean	Range
All	11,506	3,224 - 25,057
05	14,204	3,640 - 21,008
10	10,056	4,680 - 14,000
15	9,042	4,261 - 17,636
20	8,574	3,300 - 15,000
25	14,283	4,660 - 16,640
30	11,733	5,200 - 25,057
35	10,908	3,536 - 18,194
40	9,210	4,430 - 17,000
45	10,147	4,800 - 19,200
50	10,372	4,160 - 18,896
55	7,507	3,328 - 17,788
65	14,935	4,763 - 21,008
70	8,528	3,224 - 12,588
75	7,616	3,328 - 10,470
80	13,279	3,510 - 21,840
85	13,094	4,264 - 14,206
90	12,414	5,780 - 16,201
95	17,002	5,117 - 19,136

STAFF CHARACTERISTICS
TABLE 34 - HIGHEST EDUCATIONAL LEVEL COMPLETED

Center	Less Than High Sch.	High Sch. 12 Yrs.	Assoc. or 14 Yrs.	Bacalaur or 16 Yrs.	Masters or 18 Yrs.	Ph.D or 20 Yrs.	Total
	%	%	%	%	%	%	%
All	8.5	46.0	13.0	23.4	8.7	0.3	100.0
10	14.8	51.9	22.2	11.1	0.0	0.0	100.0
15	4.4	51.1	2.2	35.6	6.7	0.0	100.0
20	17.8	33.3	22.2	22.2	4.4	0.0	100.0
25	6.5	6.5	16.1	58.1	12.9	0.0	100.0
30	8.0	81.3	0.0	2.7	8.0	0.0	100.0
35	15.2	18.2	33.3	21.2	12.1	0.0	100.0
40	3.4	41.4	10.3	24.1	17.2	3.4	100.0
45	18.5	40.7	7.4	24.1	9.3	0.0	100.0
50	0.0	64.3	0.0	17.9	17.9	0.0	100.0
55	13.3	36.7	16.7	26.7	6.7	0.0	100.0
65	0.0	46.2	10.3	38.5	5.1	0.0	100.0
70	0.0	27.8	16.7	27.8	27.8	0.0	100.0
75	13.3	46.7	6.7	33.3	0.0	0.0	100.0
80	7.1	62.5	14.3	10.7	5.4	0.0	100.0
85	6.1	24.2	30.3	30.3	9.1	0.0	100.0
90	0.0	48.0	20.0	24.0	8.0	0.0	100.0
95	0.0	0.0	0.0	50.0	0.0	50.0	100.0

STAFF CHARACTERISTICS
TABLE 35 - LENGTH OF SERVICE WITH CENTER

Center	Mean Yrs.	Under 6 Months		6 Mos. to 1 Yr.		1 Year to 3 Years		3 Years to 5 Years		5 Years or More		Total	
		#	%	#	%	#	%	#	%	#	%	#	%
All	2.8	111	(16.6)	56	(8.4)	203	(30.4)	150	(22.5)	148	(22.2)	668	(100.0)
05	1.7	5	(16.7)	7	(23.3)	10	(33.3)	8	(26.7)	0	(0.0)	30	(100.0)
10	2.1	1	(3.7)	0	(0.0)	15	(55.6)	11	(40.7)	0	(0.0)	27	(100.0)
15	2.4	7	(15.6)	5	(11.1)	15	(33.3)	15	(33.3)	3	(6.7)	45	(100.0)
20	2.9	11	(24.4)	1	(2.2)	12	(26.7)	5	(11.1)	16	(35.6)	45	(100.0)
25	1.7	13	(33.3)	6	(15.4)	7	(17.9)	9	(23.1)	4	(10.3)	39	(100.0)
30	4.2	4	(5.1)	0	(0.0)	16	(20.5)	12	(15.4)	46	(59.0)	78	(100.0)
35	5.1	3	(9.1)	1	(3.0)	8	(24.2)	7	(21.2)	14	(42.4)	33	(100.0)
40	1.2	14	(48.3)	3	(10.3)	10	(34.5)	0	(0.0)	2	(6.9)	29	(100.0)
45	2.5	8	(14.3)	6	(10.7)	12	(21.4)	29	(51.8)	1	(1.8)	56	(100.0)
50	3.2	1	(3.3)	4	(13.3)	7	(23.3)	10	(33.3)	8	(26.7)	30	(100.0)
55	1.9	6	(20.0)	5	(16.7)	12	(40.0)	3	(10.0)	4	(13.3)	30	(100.0)
65	3.1	5	(12.5)	0	(0.0)	20	(50.0)	7	(17.5)	8	(20.0)	40	(100.0)
70	3.7	1	(5.0)	3	(15.0)	9	(45.0)	2	(10.0)	5	(25.0)	20	(100.0)
75	3.7	1	(4.5)	3	(13.6)	4	(18.2)	5	(22.7)	9	(40.9)	22	(100.0)
80	4.0	2	(3.2)	4	(6.5)	15	(24.2)	15	(24.2)	26	(41.9)	62	(100.0)
90	1.8	8	(32.0)	2	(8.0)	8	(32.0)	5	(20.0)	2	(8.0)	25	(100.0)
95	1.3	21	(36.8)	6	(10.5)	23	(40.4)	7	(12.3)	0	(0.0)	57	(100.0)

STAFF CHARACTERISTICS
TABLE 36 - YEARS OF EXPERIENCE

Center	In Years Mean	Range
All	14.5	0 - 52
10	20.5	1 - 40
15	16.5	0 - 52
20	12.3	0 - 49
25	8.6	0 - 31
30	16.6	1 - 40
35	19.0	0 - 51
40	12.7	1 - 39
45	13.7	1 - 33
50	11.8	1 - 40
55	12.3	0 - 34
65	6.0	3 - 9
70	9.9	2 - 20
75	14.9	3 - 40
80	14.7	1 - 40
85	14.9	1 - 33
90	23.2	10 - 36
95	9.1	4 - 10

STAFF CHARACTERISTICS
TABLE 37 - MARITAL STATUS, SEX, AGE AND RACE

All Centers	Married		Male		Age Mean	Race						Total		Spanish Surname	
						White		Black		Other					
	#	%	#	%		#	%	#	%	#	%	#	%	#	%
Counselors	28	62.2	30	65.2	39.3	27	58.7	19	41.3	0	0.0	46	100.0	4	8.7
Basic Ed Instructors	50	61.0	39	47.0	36.8	44	53.0	37	44.6	2	2.4	83	100.0	4	4.8
Voc Ed Instructors	229	82.7	192	66.7	42.8	209	72.8	72	25.1	6	2.1	287	100.0	16	5.5
Administrators	51	96.2	53	94.6	46.0	42	75.0	13	23.2	1	1.8	56	100.0	2	3.6

STAFF CHARACTERISTICS
TABLE 38 - INCOME ANNUALIZED (FULL TIME)

All Centers	Mean	Range
Counselors	13,892	4,744 - 19,760
Basic Ed Instructors	12,667	4,160 - 19,136
Voc Ed Instructors	13,188	4,160 - 20,800
Administrators	15,487	8,208 - 25,057

STAFF CHARACTERISTICS
TABLE 39 - HIGHEST EDUCATIONAL LEVEL COMPLETED

All Centers	Less Than High Sch.	High Sch. 12 Yrs.	Assoc. or 14 Yrs.	Bacalaur or 16 Yrs.	Masters or 18 Yrs.	Ph.D or 20 Yrs.	Total
	%	%	%		%	%	%
Counselors	0.0	10.3	7.7	41.0	38.5	2.6	100.0
Basic Ed Instructors	1.4	23.0	10.8	56.8	8.1	0.0	100.0
Voc Ed Instructors	6.3	51.9	17.6	21.8	2.5	0.0	100.0
Administrators	0.0	20.8	10.4	22.9	43.8	2.1	100.0

STAFF CHARACTERISTICS
TABLE 40 - LENGTH OF SERVICE WITH CENTER

All Centers	Mean (Yrs.)	Under 6 Months		6 Mos. to 1 Yr.		1 Year to 3 Years		3 Years to 5 Years		5 Years or More		Total	
		#	%	#	%	#	%	#	%	#	%	#	%
Counselors	2.8	1	2.3	4	9.1	23	52.3	12	27.3	4	9.1	44	100.0
Basic Ed Instructors	2.5	15	18.5	4	4.9	27	33.3	17	21.0	18	22.2	81	100.0
Voc Ed Instructors	2.6	55	20.6	30	11.2	65	24.3	63	23.6	54	20.2	267	100.0
Administrators	4.6	5	9.3	1	1.9	14	25.9	10	18.5	24	44.4	54	100.0

STAFF CHARACTERISTICS
TABLE 41 - YEARS OF EXPERIENCE

All Centers	In Years Mean	Range
Counselors	13.6	1 - 52
Basic Ed Instructors	10.2	0 - 29
Voc Ed Instructors	16.5	0 - 51
Administrators	19.5	2 - 40

TABLE 42 - ENTRY GRADE LEVELS - BY OCCUPATION

Center	Clerical	Auto	Welding	Prod. Mach.	Prod. Assembly	Non-Auto	Health	Bldg. Maint.	Food Svc.	Other	Total
#90											
Communication	7.3	6.4	4.7	-	-	-	-	-	-	5.8	6.1
Computation	6.2	5.3	5.5	-	-	-	-	-	-	6.0	5.8
Average	6.8	5.9	5.1	-	-	-	-	-	-	5.9	5.9
#70											
Communication	8.7	7.7	7.6	6.3	-	-	-	-	7.2	5.7	7.2
Computation	6.6	7.0	7.1	6.2	-	-	-	-	5.7	5.4	6.3
Average	7.7	7.4	7.4	6.3	-	-	-	-	6.5	5.6	6.8
#85											
Communication	6.5	-	5.9	5.9	-	6.3	-	-	5.5	7.5	6.3
Computation	7.0	-	7.0	7.0	-	7.0	-	-	6.1	8.2	7.1
Average	6.8	-	6.5	6.5	-	6.7	-	-	5.8	7.9	6.7
#30											
Communication	8.7	5.9	5.5	5.3	-	-	-	5.7	-	4.6	6.0
Computation	8.2	6.3	6.2	6.1	-	-	-	5.5	-	5.2	6.3
Average	8.5	6.1	5.9	5.7	-	-	-	5.6	-	4.9	6.1
#75											
Communication	8.3	7.7	7.3	7.8	-	8.5	-	7.3	8.8	-	8.0
Computation	8.1	7.1	7.4	6.9	-	9.0	-	6.4	5.1	-	7.1
Average	8.2	7.4	7.4	7.4	-	8.8	-	6.9	7.0	-	7.6
5 Center Average											
Communication	7.9	6.9	6.2	6.3	-	7.4	-	6.5	7.2	5.9	6.8
Computation	7.2	6.4	6.6	6.6	-	8.0	-	6.0	5.6	6.2	6.6
Average	7.6	6.7	6.5	6.5	-	7.7	-	6.3	6.4	6.1	6.7

TABLE 43 - COURSE OFFERINGS BY CENTER

Course Offerings	Center # 05	10	15	20	25	30	35	40	45	50	55	60	65	70	75	80	85	90	95	All
Clerical	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X(g)	X	X	19/19
Auto Mechanics	(b)	X(c)	X(c)	X	X	X	X	X	X	X	X	X	(b)	-	X	X	X(g)	X	X	16/17(b)
Auto Body Repair	(b)	X	X	X	X	X	X	-	X	X	X	X	(b)	X	-	X	X	X	X	15/17(b)
Welding	(a)	X	X	X	X	X	X	X	X	X	X	X	(a)	X	X	(a)	X	X	X	16/16(h)
Machine Operator	X	X	X	X	(a)	X	X	X	-	X	-	X(e)	X	X	X	X	X	-	X	15/19
Health Occs.	-	X	-	X	-	-	X	X	-	X	X	X	-	-	X	X	X	-	X	11/19
Food Service	-	-	X	X	-	X	X	-	X	X	-	X	-	X	X	X	X	-	-	11/19
Other*	2	1	4	5	6	6	4	4	3	1	2	35(f)	3	1	4	4	3	7	1	
Total Offered	4	7	10	12	10	12	11	9	8	8	7	42(f)	5	6	10	10	10	11	7	Range: 4-12(f)
Courses Added*	-	(d)	-	-	-	1	-	3	2	-	2	-	-	-	5	4	-	5	-	Range: 0-5
Courses Dropped*	-	1	-	4	-	6	-	7	6	-	2	-	1	1	1	8	-	5	-	Range: 0-8

Footnotes:

* See list in Table 44.
(a) Inoperative
(b) Offered at another center in same city for centers 05 and 65
(c) Service Station Mechanic only.
(d) Three courses to be added.
(e) No MDT trainees.
(f) Varied course offering, but MDT trainees only in those listed (9).
(g) To be started.
(h) Equipment available at all 19.

TABLE 44 - COURSE LISTS FOR TABLE 43

Center	Other (a)	Added	Dropped
05	Metal Fabrication Appliance Repair, Screw Machine Operator	(None)	(None)
10	Drapery	Building Maintenance, Cook, Operating Engineer (d)	Building Maintenance
15	Alterations, Meat Cutter, Distributive Occ., Building Maintenance	(None)	(None)
20	Appliance Repairs, Cosmetology, Cabinet-Making, Upholstery, Seamstress	(None)	Drafting, Heating & Air Conditioning, Diesel, Electronics
25	Sewing, Tailoring, Woodworking, Sheetmetal, Multi Fabrication, Printing	(None)	(None)
30	Alterations, Auto Glass, Custodial and Maintenance, Diesel, Meat Cutter, Screw Machine Operator	Steno	Shoe Repair, Nursery & Lands., Upholstery, Metal Polishing, Power Sewing, Ward & Surgical Tech.
35	Factory Assembling, Printing-Reproduction, Building Maintenance, Upholstery	(None)	(None)
40	Electronics, Automotive, Medical-Clerical, Needle Trades	Welding, Automotive, Medical-Clerical	Drafting, Appliance Repair, Machine Tool, Office Machine Repair, Material Handling, Food Service, Steno
45	Multi-Ind. Fabrication, Ind. Truck, Hydraulics	Multi-Fabrication, Hydraulics	Auto Upholstery, Acft. Structural Maintenance Mech., E/M Assembling, TV Repair, Sheet Metal, Food

TABLE 44 - COURSE LISTS FOR TABLE 43 (Cont.)

Center	Other	Added	Dropped
50	Drafting	(None)	(None)
55	Meat Cutter, House Repair	Sales Person Bulldozer Operator	Food Service Farm Maintenance
60	Building Trades, Electronics, Data Processing, Other(f)	(None)	(None)
65	Appliance Repair, Furniture Refinishing, Air Cond., & Refrigeration	(None)	Radio & TV Repair
70	Upholstery	(None)	Commercial Cooking
75	Building Maintenance, Office Machine Repair, Diesel, Printing	Food Service, Printing, Office Machine Repair, Medical Lab Asst., Building Maintenance	Service Station Mechanic
80	Draftsman, Various Mach. Set-up, Sewing Machine Operator, Sewing Machine Repair	Sanitation, Welding, ESL, Auto Mechanic	Sanitation, Screw Machine Operator, Grinder Operator, Knitter-Mechanic, Service Station Sales, Refrigeration & Heating, Welding, Building Trades
85	Accounting, Drafting, Electrical	(None)	(None)
90	Building Maintenance, Marine Engines, Electrical, Vending Machine, Sales, Auto Air Conditioning, Upholstery	Vending Machine, Auto Air Conditioning, Marine Engines, Building Maintenance, Business Machine Repair	Cook, Drafting, Chassis Assembling, Small Engines, Woodworking
95	Forklift Mechanic	(None)	(None)

For footnotes - see Table 43

TABLE 45 - OPERATIONAL STRUCTURE

Center	Pre-Voc	Orient.	GED	ESL	Open-Ended	Cluster	Course Credit	Planned Instr. Ratio	Contact Aides	Hours Enrollees	Contact Hours-Staff
05	(a)	1 Week	X	X	X	X	-	15-20:1	X	8	INA
10	(b)	2 Days	X	X(c)	X	X	-	15-20:1	-	8	INA
15	-	1/2 Day	X	-	X	X	-	10-13:1	X	7-8	6-7
20	-	1/2 Day	X	-	X	X	-	15:1	-	8	8
25	X	3 Weeks	X	X	X	X	-	20:1	-	(d)	INA
30	-	2 Weeks	X	-	X	(e)	-	14-15:1	(f)	8	8
35	-	1 Week	X	X	X	X	-	15:1	-	8	8
40	X	1/2 Day	X	X	X	X	-	10-20:1	X	8	6
45	-	3-4 Days	-	-	X	(e)	-	20:1	X	8	INA
50	-	1 Day	X	-	X	X	-	12-15:1	(f)	8	INA
55	X	2 Weeks	X	-	X	X	-	20:1	X	8	INA
60	-	3 Days	X(g)	-	X	N/A	X	N/A	X	6-8	N/A
65	(a)	1 Week	X	X	X	X	-	15-20:1	X	8	INA
70	-	2 Weeks	X	-	X	X	-	20:1	-	8	6
75	-	2-5 Days	X	-	X	(e)	-	13-15:1	X	8	INA
80	-	1 Week	X	X	X	X	-	20:1	X	8	8
85	-	1/2 Day	(g)	-	X	X	X	20:1	X	7	7
90	-	1-2 Weeks	X	-	X	X	-	15:1	-	8	8
95	-	3 Days	X	X	X	X	-	20:1	X	8	INA
All	3/19	19/19	17/19	8/19	19/19	18/18	2/19	-	11/18	-	-

Footnotes for Table 45 - Operational Structure

(a) Modified; in cluster
(b) For half of enrollees
(c) As separate school
(d) Variable
(e) Partial
(f) Non-contact aides
(g) High school credit

TABLE 46 - PERFORMANCE SUMMARY

CENTER	ATTENDANCE % Absent	Rank	COMPLETION/DROP-OUT % Comp.	Rank	% Drop	PLACEMENT %	Rank	JOB RETENTION EMPLOYED FOLLOW-UP %	Rank	ENROLLMENT Current	Est.Av. FY70	SLOTS EST. & ACTUAL
MEAN	15.9		61.8		38.2	67.8		60.6		205	175	229
MEDIAN	14.6		60.5		39.5	65		58				168
75	5.5	1	61	6	39	--	--	53	8	171	148	190
60	9.5	2	59	8	41	--	--	--	--	78	--	100
95	10.5	3	59	8	41	82	5	--	--	433	237	493
70	10.9	4	71	3	29	60	10	--	--	110	105	120
15	11.0	5	61	6	39	87	2	--	--	220	214	222
10	13.0	6	74	1	26	--	--	70	4	115	109	135
55	13.3	7	73	2	27	87	2	58	7	114	94	155
45	14.0	8	58	9	42	77	7	49	10	339	303	400
40	14.1	9	54	10	46	79	6	96	1	116	60	130
80	15.0	10	52	11	48	--	--	--	--	311	---	301
85	16.3	11	59	8	41	42	12	39	11	207	146	225
25	19.3	12	71	3	29	65	8	--	--	120	101	120
20	19.8	13	--	--	--	--	--	37	12	300	251	340
90	19.8	14	64	5	36	38	13	58	6	107	107	140
35	20.8	15	65	4	35	61	9	60	5	157	127	181
05	21.9	16	71	3	29	--	--	85	2	33	100	125
50	24.7	17	60	7	40	86	4	73	3	120	177	150
30	27.1	18	50	13	50	59	11	50	9	638	525	600
65	--	19	51	12	49	93	1	--	--	---	---	---

SPONSOR	FACILITY	IN GHETTO	SERIOUS TRANSPORTATION PROBLEM	MINORITY %	EST. NO. OF OTHER PROGRAM BUY-INS
10 School Systems 3 Jr. Colleges 2 State, 2 County				Mean 76.2 Median 72.0	2 2
County	Bucolic Campus - Like	NO	YES	15.2	1
Community College	College Campus	NO	YES	58.6	3
School System	Light Industrial - Park	NO	YES	88.8	0
School System	Non-Des; multi, one-story	NO	YES	94.4	0
Junior College	Light Industrial - Park	NO	YES	19.3	1
County	Non-Des; Multi Ind.	NO	YES	58.5	0
State	Bucolic Non Des; Campus	NO	YES	72.0	1
Private	Light Industrial	NO	YES	94.4	1
Junior College	Converted Warehouse	NO	NO	73.9	6
School System	Huge Military Warehouse	NO	NO	93.8	3
School System	Old Trad. School - 1920	NO	NO	70.1	5
State	Old Car Dealership	NO	NO	INA	3
Township	Military, Shops and Office	NO	NO	65.2	2
School System	Old Chicken Coop	NO	NO	88.0	1
School System	Old Car Dealership	NO	NO	64.8	3
School System	Old Traditional School	YES	NO	INA	3
School System	Old Traditional School	NO	NO	59.2	3
School System	Old Military Factory	NO	NO	95.9	0
School System	Old Traditional School	YES	NO	99.3	3